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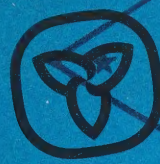
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Report

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Task Force on Policing in Ontario

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THE TASK FORCE ON POLICING IN ONTARIO

Report to the Solicitor General

February 1974

"The police at all times should maintain a relationship with the public that gives reality to the historic tradition that the police are the public and that the public are the police, the police are the only members of the public who are paid to give full-time attention to duties which are incumbent on every citizen in the interest of community welfare."

Sir Robert Peel 1829

*THE HONOURABLE JOHN YAREMKO, Q.C., M.P.P.,
SOLICITOR GENERAL,
THE PROVINCE OF ONTARIO.*

SIR:

We, the members of the Task Force on Policing in Ontario, have the honour of submitting herewith our final report.

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INTRODUCTION

Task Force Established

In May 1972, the Solicitor General announced to the Legislature the establishment of a Task Force on Policing in Ontario to undertake an overall review of police administration, organization and efficiency.

In his statement, the Solicitor General pointed out that the need for such a study arose from the considerable change over the last decade in the extent and nature of demands being placed on the law enforcement system, and that with the advent of the new Ministry of the Solicitor General, a thorough examination was appropriate in light of several conditions, i.e.

- lack of clear definition of the division of police responsibilities as between federal, provincial and municipal forces;
- the introduction of reforms to local government and related policing arrangements;
- the increased costs of maintaining police forces and resultant financial pressures on municipalities;
- the designation process which has resulted in some problems of uniformity and equitable application of police services;
- the question of providing adequate police services in smaller communities and of ensuring a high standard of law enforcement in all parts of the province.

Composition

The Task Force was composed to achieve a wide representation of provincial government agencies, organizations and the public, concerned with policing in Ontario. The members were officially appointed on November 1, 1972. Included on the Task Force were representatives of:

The Ministry of the Attorney General

The Ministry of Treasury, Economics and Intergovernmental Affairs

The Ontario Police Commission

The Ontario Provincial Police

The Ontario Provincial Municipal Liaison Committee

The Association of Municipalities of Ontario

The Association of Municipal Police Governing Authorities

The Ontario Association of Chiefs of Police

The Police Association of Ontario

The Ontario Provincial Police Association

5 Representatives of the General Public

In addition to having a Chairman and 16 members, the Task Force was supported by an Executive Director, counsel, and research staff.

Terms of Reference

The Task Force responsibility was to examine the state of policing in Ontario; analyze present and future needs; study alternative approaches related to these needs; and make recommendations to the Solicitor General.

Specific matters to be examined included:

- "1. *An analysis and forecast* of the extent and nature of future policing needs in the province in the 1970's.
2. *The division of policing responsibility* between the Ontario Provincial Police, regional and municipal police forces and their relationships and jurisdictions with respect to other police forces — both geographically and in respect of services provided. This will also include examination of the division of responsibility in such areas as criminal intelligence services, the enforcement of traffic bylaws, the king's highways and provincial parks.
3. *The financing* of police services in Ontario.
4. *The process of designation* of municipalities including the amalgamation of forces and alternate means of designation.
5. *Police manpower planning and development*, including recruitment; manpower utilization; promotional qualifications and procedures; and management development, training and standards.
6. *The administration of police forces* including the concept of Boards of Commissioners of Police and other governing bodies, as well as their make-up.
7. *The functions and role of the Ontario Police Commission* and the relationship between the OPC and the Ontario Provincial Police.
8. *The relationship between the police and the public* in the light of changing social attitudes and expectations."

Methodology

To achieve the objectives laid out in the terms of reference, the Task Force has, in a time period of just over one year, conducted an extensive program of research and analysis leading toward our recommendations. Included in our study were:

- a series of study visits to a variety of police forces in all parts of the Province of Ontario;
- an extensive review of related past studies, their recommendations and implementation;
- study of over 200 written submissions received by the Task Force from the public, special interest groups, and organizations related to policing (see Appendix 2, Listing of Submissions);
- a series of 17 public hearings and 5 in camera hearings which were conducted in 14 centres across Ontario including:

Barrie	Ottawa
Belleville	St. Catharines
Cornwall	Sarnia
Hamilton	Sudbury
Kenora	Thunder Bay
Kitchener	Toronto
London	Windsor

- a series of visits by small study groups of the Task Force to other jurisdictions, including Quebec, British Columbia, Alberta, Manitoba, California, Missouri, Florida, New York, Washington, D.C., Massachusetts, England, France, Germany, Holland and Italy;

Many experts were contacted and several persons knowledgeable on various topics related to policing were invited to speak at Task Force Workshop meetings (see Appendix 3, Listing of Resource People).

Our analyses of the information and development of recommendations were conducted within four major projects related to policing, i.e. Role, Organization, Personnel and Economics. The Task Force developed a series of working papers under these general categories of study.

Through individual study and an extensive series of seminars for collective consideration (workshops held in four centres in the province), these working papers were evolved by the Task Force into our final report and recommendations. This approach resulted in the achievement of a high degree of consensus by the members on the content of this report.

The recommendations presented in this report imply fundamental changes in policing for Ontario. We are of the view that these changes need to be reflected fully in the legislation which governs policing. This, coupled with the fact that the current Police Act is the product of several amendments, suggests a comprehensive revision of the Police Act should be undertaken by the Solicitor General.

Report

In total, we have made 170 recommendations

We have prepared our report in two parts, each having two sections: *Part I – A Framework for Policing in Ontario* includes our findings and recommendations on Role and Organization; *Part II – Resources for Policing in Ontario* is comprised of our findings and recommendations on Personnel and Economics. A complete summary of recommendations is included as Appendix 1.

PART I
A FRAMEWORK FOR POLICING IN ONTARIO

POLICE FOR A MODERN ONTARIO – POLICE ROLE

POLICE FOR A MODERN ONTARIO – POLICE ROLE

AN ASSESSMENT

Ontario has been well served by its police forces and its police officers. This assessment has emerged as a central conclusion from our review of policing in the province, from the many briefs presented to us by citizens and organizations in Ontario, and from comparison with the performance of police forces in several countries in the world.

We have found no evidence of corruption like that which has so tarnished the image and effectiveness of police officers in some jurisdictions.

We think it important to note as well that the crises of violence which have plagued cities in the United States are not an immediate threat to our large urban centres. Much of this has to do with the lack of entrenched social and racial disparities in Ontario, and with the relative economic health of our cities. But credit is due, as well, to the sensitivity and innovation of Ontario's police forces.

There are, however, two factors emerging in Ontario which have the potential to threaten the quality of policing. The first is the pattern of urban life itself. Large cities, with their dense populations and sprawling suburbs create new and different requirements for the police role. The changes in mores, the sharpening of social conflict, the isolation and alienation, which are very much a part of a growing and changing urban society, place new pressures on the police function. These pressures bear directly on the individual constable as he seeks to enforce the law, to maintain order and to protect citizens and their property. At the same time, the police technology and methods used to cope with the requirements of an urban area tend to break down the channels of communication between the police officer and the citizen. It is the quality of the police/public communication which has underpinned the traditional quality of police service in Ontario. In this report, therefore, we emphasize those measures necessary to assist the individual constable to meet the modern urban challenge.

The second factor which threatens Ontario's police record is one of economics. Policing is an expensive public service and, because its costs are primarily salary, policing tends to become more expensive as wage levels rise. We have examined in gross terms the ability of Ontario to finance an escalating police budget. We have concluded that the current methods and approaches to police service cannot be afforded in the decade ahead. On the basis of our review of police services in other countries, we see a real danger of financial limitations impairing the ability of Ontario forces to meet the urban challenges outlined above.

Taken together, these two factors indicate the need for a clarification of police role and changes in administration and methods. Ontario has time on its side, and we believe that the changes can be brought about in an orderly fashion. They are, in our view, the essential next steps in the proud tradition of policing in Ontario.

THE POLICE ROLE

There is much popular confusion about the nature of a police officer's job. Television, movies and the novel portray the police officer, gun in hand, leading a perpetual war against crime. Personal danger is an ever-present reality. Armed robberies do occur, and the individual officer is sometimes required to meet lethal force with lethal force. Routine situations can blossom into violence.

The domestic disturbance is regarded as the most dangerous of all police situations. Most officers never have occasion to use their service revolvers. Routine traffic enforcement is more likely to turn up a stranded motorist than a criminal suspect. A radio dispatch holds more promise of a cat in a tree than of a homicide.

Police officers spend relatively little of their time involved with crime or criminal activity. Estimates vary, but perhaps as much as 80% of an officer's duty is taken up with assisting citizens, maintaining order, ensuring the smooth flow of traffic and pedestrians, and routine patrol.

This confusion in role is evident in the professional police literature as well. A conventional school of thought focuses police attention on a sharply defined, if less sharply identified, "criminal element" and urges the application of the most powerful modern technology toward its eradication. A second school of thought casts the modern police officer in more of a social-worker role, striving to deal with the causes of social disorder and criminal activity at a more basic level.

The Task Force is of the view that neither of these stereotypes provides an adequate description of the police role. We feel greater clarity is necessary if police officers are to be equipped to meet the diversity of challenge that faces them.

The fact is that the vast majority of significant decisions in a police force are made by the constable in the daily course of his duties. These decisions, which reflect his concept of role, affect the rights of citizens and the safety of the community. They are most frequently taken without consultation with superior officers and very often under conditions which do not permit deliberation or reflection. We believe that the definition of a police role must address itself directly to the kinds of judgements that individual officers must make.

The real police role is the summation of many thousands of judgements of individual officers. The framework within which those judgements are made is the key to a police role which is in tune with the needs of modern Ontario. The following principles suggest the framework we have in mind:

♦ **The police officer's role is firmly rooted in law.**

It is the sworn duty of all police officers to maintain, enforce and uphold the law. This requirement, and the statutory powers granted him to do so, are what distinguish the constable from his fellow citizens. No concept of role can find basis elsewhere.

♦ **The law is applied with discretion and judgement.**

No judicial recognition has been given by a superior court in Canada or the United Kingdom to the proposition that a police constable has the authority *not* to invoke the criminal law process where the elements of an offence may be proven.

On the other hand, police administrators have *recognized* responsibilities in defining systematic discretion patterns, as it is they who must allocate available manpower and resources to a broad spectrum of competing needs. A Justice of the Peace has a *recognized* judicial discretion as to whether or not to process an information. Crown Attorneys, as the agent of the Attorney General, it is *recognized*, have the power not to prosecute any matter. It is a fact of life that police are daily called upon to decide whether or not to invoke the criminal law process, and it is a subject that deserves careful and considered examination.

Law is not intended for rigid and mindless uniform application. It, in itself, is designed to serve the larger purposes of the community. Police judgements not to invoke the criminal law process, therefore, must relate to the intention of Parliament and the Legislature in enacting a particular law. The larger purposes of the community must be kept in mind.

Law, viewed from a functional perspective, is the process of compelling individuals to act in accordance with rules, so that all may live, if not in harmony, at least with a minimum of discord. The criminal law system is one device which our society has employed to ensure that at least the minimum standards of human behaviour in society are observed. It was never intended by the legislating authorities that all laws should be enforced with the same rigidity. Some rules, as for example the prohibition of murder, are so fundamental to society that failure to enforce them would lead to the complete disintegration of the community, while others, such as the rules regulating some aspects of driving, are merely designed to achieve a safe and rapid flow of traffic through a community.

Some legislation, the Liquor Control Act for instance, provides a constable with alternatives. That legislation provides that, where a "detoxification centre" exists, a constable may take a person found intoxicated in a public place to the centre in lieu of laying an information. The constable is also called upon to exercise judgement under the Bail Reform Act. He must decide whether to arrest or summons a suspected offender.

While under the Police Act, a constable in Ontario has a duty to apprehend offenders, he is also charged with the duty of preserving the peace and preventing robberies and other crimes and offences. These several duties may be in contradiction in any given instance.

Most legislation does not provide alternatives, but our society has come to expect constables to exercise some degree of judgement in deciding when to invoke the criminal law process.

However, the judgement of a constable must be related to the objectives of the particular law and how those objectives relate to the situation within his community. If it were related to the personality of the offender, or the social embarrassment of the offender, abuse could tear apart the entire fabric of Canadian law by, for example, creating one law for the rich and influential and another for the poor and helpless. Such a basis for decision-making is unacceptable in theory and in practice would be opposed by all citizens and by all professional police officers. Any police power of decision-making must be related to the purpose of a law and must be coordinated with the decision-making powers of the Justices of the Peace, the Crown Attorneys, and the Judges.

It is vital that the police understand the law and the legislative intention behind the law in order to properly judge whether any case truly calls for the invocation of the criminal law process.

In the final analysis, each individual police officer regularly faces decisions of whether or not to invoke the criminal law process. Each such decision has profound effects on the person concerning whom the decision is made, on the judicial system — including lawyers, Crown Attorneys, and court personnel — on correctional authorities, and ultimately on the public. A mechanical invocation of the judicial process where the purpose of the law and the safety of the public are not considered, can lead to an overloading of the court facilities and personnel, place needless burdens on prosecutors and create dissatisfaction among the public. On the other hand, indiscriminate, unreasoned non-invocation may result in uncertainties within the law, capricious enforcement based on the reactions of individual constables, and a breakdown of public respect for the administration of justice.

Police judgement has received little attention in Canadian jurisprudence: police officers have not talked about it since its existence is not formally *recognized*; lawyers have not argued it since it is not a basis for defence; and Judges have not rationalized it since it plays no role in reasoned judgements.

Police judgements not to proceed could become a hidden power, whereas decisions made by other officials in the judicial process (the Attorney General, Crown Attorneys, Justices of the Peace) exercise a more public power of judgement in respect of which some reviewable record is prepared.

We are of the view that discretion in the application of law is best exercised where such judgements are open to review. Yet we stress that the power of judgement in the hands of the individual officer is an important aspect of the police role. Barring exhaustive study, we can see little advantage and many dangers in systematic attempts to codify criteria for the exercise of that judgement. We favour emphasis on the training and education of officers, and in the processes of supervision within forces, which address themselves directly to issues of judgement and which prepare each officer to exercise the power of judgement wisely.

This is particularly important under Canadian law where a police officer is a servant of the Crown and of the law, not an employee of his force or municipality. Because of this, he carries directly and personally the responsibility for his decisions on where and when the sanctions of the criminal law process are to be imposed.

We think it important that each force strive to define a broad framework to guide the exercise of judgement.

♦ **The more serious the offence, the less leeway for judgement.**

This principle suggests a greater latitude for judgement for offences which, in the contemporary view, are more regulatory than seriously criminal in nature. It suggests very little, if any, latitude for serious crime. A concept which emphasizes this elastic relationship with the law is essential to providing the individual officers with the ability to judge how the law should be applied in any particular situation. Latitude in the use of judgement is both appropriate and necessary for those offences which society in its contemporary mood regards with some tolerance. This is especially true where a broader community purpose may be enhanced in so doing. Offences which the community regards as serious or grave, however, permit less judgement and require the letter of the law to be enforced.

- ♦ Judgements must be governed by a clear sense of police objectives.

Application of police judgement requires a clear understanding by each officer of the objectives he is seeking to achieve. The primary objectives must include *crime control, protection of life and property, and maintenance of peace and order*. Judgement on the application of the law requires an assessment of which of these three fundamental objectives is of primary importance at a point in time. Potential disorder may, for example, require the objective of crime control to be temporarily relaxed in favour of the other two objectives. On the other hand, control of serious crime may require temporary disruption of order. This concept of objectives — their clear understanding by all officers, and the shifting of priorities among them — is not a common one in most police forces. We feel it essential to a police function which is sensitive to modern needs.

We therefore recommend that:

- ROLE 1.1** Objectives within each police force be defined in terms of that community's requirements for crime control, protection of life and property, and maintenance of peace and order.
- ROLE 1.2** The reality of police judgement in the application of law be squarely faced in each police force, and that deliberate and continuing steps be taken to ensure that each police officer has the ability to exercise his judgement so as to support the objectives and priorities of the force.

Functions

Within the context of the overall objectives, police have six principal functions: response, referral, prevention, public education, crime solving, and law enforcement. Popularly, the latter two have been seen to be the main components of the police role. To a large degree, this perspective is shared by the police tradition, and the other functions are seen to be largely peripheral to “real police work”. We are of the view, however, that a far better balance among the six functions must be sought if the province’s needs for crime control, protection of life and property, and peace and order are to be met. Let us look at each in turn.

- ♦ **Response** — The technology of the automobile and the radio have given the police the primary response capability in any modern society. Citizens have learned that police officers are only as far away as the telephone, and they call upon the police for a wide variety of needs, only a few of which involve crime. Yet this function is central to all three objectives and has been recognized by all forces in Ontario as fundamental to the service they perform.
- ♦ **Referral** — Because police are called upon in virtually any emergency, they are brought face to face with many situations where other community resources are required. These include welfare services, Children’s Aid, and the John Howard Society, to name just a few. Because the police provide a 24-hour-a-day service, they are most often in the key position to ensure that appropriate referral is made. The way in which this referral function is carried out may be critical to finding a lasting solution for the immediate problem. Lasting solutions are important if the three fundamental objectives are to be realized.

The breadth of police responsibility we are describing, and the requirement for intelligent application of judgement, argue strongly for recourse to mechanisms beyond the criminal justice system for meeting police objectives. This suggests the routine use of other social and community services to resolve problems which have criminal potential, which may threaten persons and property or which have the potential for the disruption of peace and order. It implies that police officers contribute in bringing community resources to bear for the solving of specific problems, and places a new onus on police forces for seeking lasting solutions.

The referral role needs improvement and expansion in many forces in Ontario. To some degree, lack of attention to this role has been due to the workload facing individual officers and the shortage of available personnel. This is the very kind of erosion of role we fear with increasing financial pressures. In part, however, the referral function suffers from the fact that many agencies are unavailable outside of the 9:00-5:00 working day. In addition, we feel there is considerable room for improvement in the coordination of the various social agencies in most Ontario communities. Other aspects of provincial and municipal governments will need to resolve these problems, but we urge the police to take the initiative toward their resolution to ensure that the fundamental objectives of the police role are met. The referral function is of increasing importance in the modern urban context.

- ◆ **Prevention** — There is need for more emphasis on crime prevention — a role which tends to be neglected because of the demands for responsive service and the incident orientation of most officers. Crime prevention includes a range of activities. Some are aimed at alleviating social conditions which are closely associated with crime. Others have to do with improvements in the detection and apprehension of criminals and with steps for reintegrating offenders into communities. Still others, such as “hardening of the site” emphasize methods to make criminal activity more difficult. Crime prevention implies a longer-term orientation for the police.
- ◆ **Public Education** — The function of educating the public about the law and its application and about criminal activity is an essential component of a balanced role. It may utilize several approaches, including a broad public relations program and sharply focused programs to bring police officers into close contact with students in primary and secondary schools. Currently in Ontario public education is seen to be a minor, if important, part of a modern police force. We view it as an essential component of long-term prevention and we have made further specific recommendations later in this report regarding public education.
- ◆ **Crime Solving** — Crime solving, or investigation, is at the core of the popular conception of “real police work”. It is a central function and one which must be pursued with vigour and dispatch. We wish only to stress that there are other functions of equal importance to the modern police role.

- ◆ **Law Enforcement** — Knowledge of law and its application are major points of emphasis in current police training, and this emphasis tends to reinforce the tradition that police deal primarily with laws and their infraction. We have already stressed the need for clarity in the relationship between the officer and the law. But it is important as well to emphasize that invocation of the law is but one mechanism for meeting the broader objectives of the police role.

We recommend that:

ROLE 1.3 Police forces develop a balance among the functions of response, referral, prevention, public education, crime solving and law enforcement which reflects the needs of each community in terms of the objectives of crime control, protection of life and property and maintenance of peace and order.

ROLE 1.4 In the context of their broad objectives, police forces take a leadership role in their communities to find lasting solutions to problems which confront them. In doing so, police officers are to be encouraged to make full use of alternatives to criminal sanction, such as other social services, where they are deemed to be more appropriate. Police officers must be encouraged to develop closer working relationships with other community service organizations at all levels.

CONSTABLE-CENTRED MANAGEMENT

The approach to role outlined in this report places the greatest onus on the individual constable. This is because he makes the most important police decisions in the everyday course of his duty. His ability to make good judgements rests on the quality of preparation he has received. Some of this is a matter of training and education, and we make specific recommendations in this regard in later sections of the report. The key to good judgement depends at least as much on experience in dealing with real situations in the context of a clearly defined sense of purpose.

Good police work, which reflects the changing needs of the community, relies on reinforcement of appropriate behaviour on the job. We feel considerably more emphasis must be placed on the development of judgemental skills. This will require changes in the management style in use in most Ontario forces.

The Military Tradition

During the first half of this century, policing in Ontario came to be heavily influenced by military personalities and military structures. Ranks and disciplinary systems were styled on the military model, and the concept of *command* was adopted as the administrative style for most forces. This approach lay behind many of the improvements in Ontario policing introduced during that time. It brought about a uniformity of policing and improved standards and forced objectivity on the part of police officers. It gave forces the ability to deploy men swiftly and efficiently to meet crisis situations. But there are new requirements today. The command structure implies that the important decisions are taken at senior levels, and that officers in the field follow orders — this is inconsistent with modern requirements for role.

Moreover, we are critical of the concepts of motivation which are generally employed in Ontario police forces. By and large, these motivators are negative. They stress sanctions to be levied for improper behaviour. Disciplinary measures, such as suspension without pay, are used to govern the behaviour of individual officers. Positive motivators are limited to citations and promotions — and promotions are a scarce commodity.

Professional Management for Policing

By contrast, the concept of professional responsibility for policing at the constable level favours a style of management which strives to provide the skills, knowledge and support to make better judgements. It requires a clear understanding by each officer of the objectives and purposes of the police role in each community at a given point in time. It implies dialogue among peers on objectives and on the best ways of meeting them. It emphasizes joint group decision-making, particularly in determining the goals to be achieved in each aspect of policing, the methods by which they are to be pursued, and the tests which are to be used to evaluate success. This is needed, on the one hand, to develop a sense of purpose for the individual constable in the context of discussion with his peers and team leader. On the other hand, it is an essential component in bringing field experience and judgement upward to influence overall departmental policies and strategies. It implies flattened hierarchies, greater delegation, group problem-solving, shortened communication channels to bring problems and solutions upward, and places the onus on constable teams to bring forward recommendations for policy change.

This approach to police management draws upon a more complete concept of motivation. Instead of reliance on sanctions, it recognizes officers' needs for involvement with their peers, for approval of their colleagues and relies on their need for achievement in their professional role.

The Task Force has reviewed the effectiveness of this managerial approach in various cities and has been impressed by the success achieved in harnessing the creative capabilities of individual officers to make the police function more effective in meeting the needs of the community.

Earlier in this report we underlined the two issues we see as having the potential for creating a crisis in policing in Ontario — the challenge of the urban community and the pressure on police finances. The constable-centred managerial approach is critical to resolving both of them. It builds a true professionalism based on the innovative abilities of each officer in the shaping of a sensitive police service. At the same time, it has potential for focusing police efforts on the highest priority community needs and for developing systematic solutions which meet these needs. This, we believe, is a key to higher real productivity.

Leadership

The constable-centred management approach outlined here will create new requirements for police leadership. Command/obey patterns must give way to dialogue on objectives and methods. Incident-oriented policing will need to be displaced by a zone-oriented team policing system which focuses on community objectives. The emphasis on sanction and discipline as a means of control will need to shift to coaching and problem-solving. Roll call will need to be replaced by team conferences.

Changes of this kind will require very fundamental changes in leadership styles and supervisory methods. These changes are, in our view, the most critical to the development of a truly professional police system which can build on the potential of each individual officer for sensitive service to the community. We feel that considerable effort needs to go into the development of managerial personnel in all ranks above constable. In addition, we see the need for organization development which trains both supervisory ranks and constables in a management-by-objectives approach to policing.

Difference and Standardization

The approach to role we advocate in this report has implications for the standardization of police methods across Ontario. When we emphasize the need for each force to develop approaches and methods which meet the crime control, protection and peace and order requirements peculiar to each community, we are arguing for different approaches to policing across Ontario. This is because we believe each force needs to be closely tuned to the particular set of problems facing that community.

This is an argument against uniformity and in favour of difference.

Specifically, we are advocating that each force in Ontario actively search for approaches and methods which are responsive to the objectives judged to be of highest local importance.

There are areas where standardization makes a great deal of sense for the citizen. Communications technology is one. We feel it important that master communication systems continue to be developed by the Ontario Police Commission so that the several forces in the province may be mobilized to meet emergency requirements. However, there needs to be wide latitude for police forces to develop differences which are uniquely adapted to the needs of each community. These may include differences in uniforms, in automobiles, in structures, or in methods, and such differences are to be encouraged unless there are strong overriding technical reasons for standardization.

We therefore recommend that:

- ROLE 2.1** Police forces employ an approach to administration which focuses on the objectives of policing and the priorities among them, and which encourages individual police officers to use initiative in carrying out the objectives of the force, and which features responsibility and accountability at all levels.
- ROLE 2.2** Police forces place special emphasis on management and leadership development.
- ROLE 2.3** The Ontario Police Commission initiate pilot projects in organization development in urban police forces in Ontario to develop a capability throughout the province for improving the role and orientation of urban police services.
- ROLE 2.4** The Ontario Police Commission encourage innovative approaches within the several forces in the province, supporting differing methods which are responsive to individual communities and that regulations to standardize police services be adopted when there are overriding technical or economic reasons.

POLICE AND THE COMMUNITY

Our terms of reference specifically directed us to examine the relationship between the police and the public in Ontario. We have attached particular importance to that direction. We believe that the relationship is central to the quality of police service, and we feel that deliberate efforts are needed to improve it in the years ahead.

The Tradition

The Ontario tradition has always stressed the need for a close relationship between the police and the citizens they serve. The principles laid down in the early 19th century by the founder of the British police service, Sir Robert Peel, have had a pervasive influence in this province. In particular, his insistence that "the police are the public and the public are the police" remains a guidepost to police forces in Ontario.

Our concept of a constable-centred management style is fully in line with this. Indeed, because we rely heavily on the first hand knowledge of each officer to shape appropriate judgements, it is essential that each have intimate familiarity with the community he polices. This familiarity is at least as important as more formal training and education.

The Task Force is satisfied that the majority of citizens in Ontario have confidence in the police, although the respect for the police is greater in some parts of the province than in others, and not all groups which make up the Ontario public share the same degree of confidence.

Urban/Rural Differences

The most striking differences in the quality of police/community relations are between Ontario's large cities and the less densely populated parts of the province. In smaller communities, closer and more personal relationships between police officers and other citizens are easier to maintain. Indeed, the intimacy of the small community continually reshapes this relationship through normal social pressures.

There is however, some evidence of a breakdown of communication between the police and community in larger centres. The remarkable change in social attitude over the past few years has, more than likely, had much to do with this, yet law enforcement has remained traditionally conservative in its approach. There are historical reasons why this has been so.

The Technological Trap

The introduction of technology into the police role has tended to widen the gap between the citizen and his police force. Early stages of technological reform put police officers into automobiles and tied them to dispatch centres through radio. This had the effect of taking officers out of direct contact with people on the streets. Perhaps of equal importance, radio concentrated the officers' attention on incidents reported to police departments by telephone. While this improved the police ability to respond to citizens in need, it also has tended to shift their attention to cases needing immediate resolution and away from a continuity with a geographic area and its people.

Both mobility and communications have improved police ability to respond to citizen calls. Citizens, noting this over a period of time, have come to call on their police for a greater range of services and within a much broader range of incidents. Thus the increase in the number of incidents reported has converted much patrol activity into responding to an ever-growing demand. The direct effect has been a severe lessening of police contact with the broad cross-section of citizenry.

Since the 1940's, and particularly in the last decade, some forces have introduced operations research methodology as a technological support to policing. This mathematically-based analytical tool is aimed primarily at improving response time and effecting better deployment of forces. Analysis has been used to optimize patrol coverage and to reduce the time for response. This is because operations research measures the measurable, but its application has failed to take into account those aspects of the police function which are less tangible.

Police forces, like other institutions in the post-war milieu, have sought performance measures which would help them gauge the efficiency with which they carry out their duties. Like other institutions, they have tended to seize on measures which are easily quantifiable — perhaps ignoring other, less tangible yardsticks of performance. Crime rates, clearance rates, warnings, arrest statistics, and other concrete variables have been introduced into police reporting schemes to assess efficiency. The effects have been twofold.

Firstly, crime statistics are almost without bound. Estimates vary, but reported crime is thought to be a very small fraction of crime committed. Increased attention to crime, in a technical sense, tends to identify more crime and thus inflate related statistics.

Secondly, the preoccupation of police administrators with crime rates has tended to shift the preoccupation of police officers toward crime incidents and away from other aspects of role which emphasize the general

peace and order of a community. In some forces, this takes the form of formal quotas for arrests or traffic tickets. Most forces use the individual statistics with considerably more discretion. There is a popular belief that informal quotas, established and enforced by an officer's peers are not uncommon. Where this is found to be so, it should be discouraged.

Distortion of Role

These technological reforms have reduced the personal contact — on a man-to-man basis — between the citizen and his police officer. They have made police work more impersonal, more incident-oriented, and less concerned with the continuity of relationships with the community.

In rural communities, technological reform has made police officers *more* rather than less accessible to citizens. In cities, the opposite is true.

In terms of the six functions we have identified for the police role, the introduction of technology in urban areas has tended to emphasize the *response*, *crime solving* and *law enforcement* functions to the detriment of *referral*, *prevention* and *public education*.

Alienation

This pattern, to a greater or lesser degree, is typical of large urban centres in Ontario. It may be seen as but one aspect of the depersonalizing of relationships in urban communities in general. Mobility, the fragmentation of community, pace of life, remoteness of institutions and shifts in values are all aspects of the same kind of process taking place in the urban setting in general, beyond the purview of the police function. However, the processes we have described as shifting the police role are internally generated and, to a considerable degree, within the control of police policy.

The shift in role for the individual constable implied by these processes of technological change has a direct impact on his beliefs and character. As an individual, his contact with society tends to be limited to other police officers. In his daily work, he sees an unbalanced sample of his community — mostly those who live on the edge of the law. Socially, because of shift work, the anxiety surrounding the real dangers of his job, and because of the community's sensitivity to the authority of the police image, he tends to concentrate his friendships among other officers and their families. Gradually, this unbalanced exposure to his community leads him to a general cynicism about human nature. His lack of exposure to people leads him to deal with them from behind the mask of his uniform and prevents him from developing the skills which would enhance easy relationships with citizens.

This emphasis on incidents and cases, and particularly on crime statistics, tends to shift his concept of his job to one that defines mainly crime and criminals as “real police work”. This is the human aspect of the vicious circle which threatens, without design or intervention, the needed integrity of police and community in Ontario’s urban centres.

Police-Centred Community Relations

There are many operational police methods which can improve the contact between police and the public, and we wish to make specific mention of some. Before doing so, it is important to stress that police/community relations are fundamentally governed by the way in which a force manages itself. A real change cannot take place unless the police function is viewed as from the point of view of the constable in the main body of patrol. It is at that point that the real contact with the public is maintained. It is at that point that the needs of the community can best be assessed. It is at that point where judicious discretion in the application of the law can work for or against the community. It is at that point that the debate over objectives and balance of the several functions which make up role must be focused if a truly responsive police service is to exist.

It should be clear from all of this that the Task Force does not believe that community relations are synonymous with public relations in the PR sense. Police/community relations are at the core of every contact between a constable and a citizen.

Some Specific Methods

There are specific methods of enhancing police contacts in the community which have been found useful by forces here and in other countries. Some of them alter the basic concept of patrol, while others are aimed at specific problems in a community. Some or all of them may prove useful to Ontario forces if they are so judged in the context of an on-going review of objectives and priorities among functions. We put the following forward as illustration rather than recommendation:

- ♦ **Unit Beat System, United Kingdom** — A constable is assigned to a geographic urban area containing about 5,000 persons. He has flexibility to work his own hours, in or out of uniform, and responsibility for coordinating policing on his beat, 24 hours a day, seven days a week. Through his personal radio contact with the station, he has access to a Panda-car backup on a 24-hour basis.
- ♦ **Area Foot Patrol, Toronto and Ottawa** — A variation of the Unit Beat System, it is employed in high pedestrian-density, downtown areas. Emphasis is on intimate knowledge of problems in the area and the people who frequent it.

- ♦ **Basic Car Plan or Neighborhood Car, Los Angeles** — While similar to the Unit Beat concept, it is adapted to sprawling and mobilized communities. Emphasis is on local identity for officers and continuity in policing responsibility at the local level.
- ♦ **Walking Man, Vancouver** — It is a refinement of the Unit Beat concept, but aimed at high rise areas. Officers are expected to handle the full police role in the area to which they are assigned. Checkbacks on every incident are made within 48 hours and often lead to recommendations for prevention, including such things as better lighting. Block meetings are held with interested citizens to encourage dialogue on local problems.
- ♦ **Community Service Officer, Toronto** — Comprises a liaison role between regular patrol and all members of the community — individuals and groups. Emphasis is on knowledge of community, encouraging coordination of community resources, establishing confidence in cultural and ethnic communities, and bridging communications difficulties between police force and community.
- ♦ **Crime Desk, Hamilton** — A weekly television show is designed to inform the public of investigations underway and the role of the police in the community.
- ♦ **Others** — A wide variety of specific activities is used by many departments in Ontario and elsewhere to focus on particular problem areas. Some feature regular block meetings to bring officers and citizens together on a face-to-face basis, frequently on specific issues such as residential burglary, drugs or vandalism. Kaffeeklatches or neighbourhood workshops serve similar purposes. Many forces have ride-along plans where citizens can see police work first hand. In some communities, officers are fully involved with high schools in teaching courses on the law or counselling students. More specialized efforts are in use to directly establish communication with potentially unapproachable groups, such as ghettos and transient youth.

It is equally important to note that citizen groups are taking initiative in developing closer police/community relationships. For example:

- ♦ **The Canadian Council of Christians and Jews** is establishing police/community relations groups to ensure that good lines of communication are forged, to identify problems before they arise, and to bring attitudes of the community and the police together.

- ♦ **The Stratford Mayor's Committee on Administration of Justice and Community Services** was established to encourage police/public partnership in crime prevention, to foster improved communication and understanding, and to isolate specific problems facing the community.

We therefore recommend that:

- ROLE 3.1** Easy and open channels of communication between police officers and the public be recognized by all police forces in Ontario as a critical requirement for the police role.
- ROLE 3.2** Each force, in the evaluation of an individual officer, place primary emphasis on demonstrated ability to resolve the high priority problems in his community, giving weight to traditional measures of performance such as clearance rates, arrests and warnings only to the extent that they reflect the operational priorities identified for the community.
- ROLE 3.3** Deployment strategies be devised in each force which will enhance the development of fully qualified professional officers. These officers should be given as broad as possible a cross-section of issues in a community, and be encouraged to develop a continuity of relationships with that community.
- ROLE 3.4** Selective tactical programs be employed, where appropriate, to improve the quality of police relations with those segments of the community which are most difficult to reach. Specifically, we place priority on programs which bring police officers into direct and intimate contact with youth in their own settings, including street corners, schools and drop-in centres. In addition, we urge steps to establish open communication with minority groups.
- ROLE 3.5** Police take initiative in cooperating with community organizations who express interest in developing better communication between the police and the public.

These recommendations are, in the view of the Task Force, the important things in building a police service which is in tune with, and responsive to, the needs of modern urban Ontario. Taken together with our concepts of balanced role and a constable-centred management style, they seek to build upon the professional motivations of officers. Their emphasis is positive and relies heavily upon individual self-control in the judicious exercise of responsibility.

Police Powers and the Rights of the Individual

There is, however, one area where we feel the concept of checks and balances is required as a protection against abuse of police power. This is very much a matter of police/community relations, as the powers granted to officers by statute must be seen by the citizen to be exercised in a manner which is beyond reproach. Police officers must constantly bear in mind that the vast majority of the population are not law breakers and that officers have a duty to treat the citizen with dignity and courtesy of manner. Yet the law uniquely empowers officers to exercise force in the conduct of their duty. In addition, the law empowers an officer to strip away the normal rights and freedoms of an individual where, in his judgement, the safety of the community is threatened or a crime may have been committed.

The Task Force feels it essential that the exercise of these powers – which have sometimes been termed “the awesome powers of the police” – is seen to be above reproach. We feel that clear and unequivocal guidelines need to be laid down in this regard.

We recommend, therefore, that:

ROLE 3.6 The Ontario Police Commission prepare and circulate through the governing authorities, in written form, the instructions governing the use of force by a police officer, as provided by law, and that these be communicated clearly to the public.

It is essential, as well, that the onus be placed upon police officers to protect the rights of persons in custody. This is necessary if citizens are to be assured that the concept of innocence until proven guilty remains intact.

The Task Force does not dispute that police interrogation of suspects, when properly and fairly conducted, is a most important part of any investigation. Proof that unlawful physical force was used, or of other gravely objectionable conduct during such interrogation, should be viewed with the utmost gravity and result in appropriate disciplinary action.

As a means of helping to ensure that the citizens’ interests are fully protected, we recommend that:

ROLE 3.7 Police officers recognize that, by reason of the Canadian Bill of Rights, every person arrested or detained for any offence under the Criminal Code or under any statute of the Parliament of Canada, has a right:

(1) to be informed promptly of the reason for his arrest or detention; and

(2) the further right to retain and instruct counsel without delay.

Proof that the spirit of these provisions has been flouted or ignored should result in disciplinary action.

While in law these rights exist in respect of federal statutes only, the Task Force believes that police practice in Ontario should extend the same rights to offences under provincial legislation. In addition, we are of the view that suspects should be informed of their rights under provincial legislation, to legal aid, and that every reasonable assistance be given them in obtaining it.

We therefore recommend that:

ROLE 3.8 The Ontario Legislature consider legislation to extend the rights existing under the Bill of Rights outlined in **ROLE 3.7** to offences under provincial statute and further that police forces establish appropriate means to assist an accused in every reasonable way in contacting counsel, and inform him of services, such as legal aid, which may be available to him.

Where a citizen feels that the power of the police has been abused, he needs a credible avenue through which he can lodge a complaint.

Most Ontario forces maintain a formal system of investigation internally. We have no evidence that these procedures are anything but unbiased and fair. Yet we are aware of a significant body of public opinion which is skeptical and which does not believe that a police investigation of police misconduct can be impartial.

We have examined alternative ways of dealing with complaints, including external complaint review or appeal boards. We have concluded that improvements in the current approach are most appropriate to Ontario. Such improvements lie in the establishment of a clear and visibly impartial procedure for complaints in those forces which currently do not have them. Equally important, we feel that these procedures be made known to every citizen who may have a concern with his treatment by police officers.

We therefore recommend that:

ROLE 3.9 The governing authority of each police force establish a defined procedure for dealing with complaints against police officers. Such procedures must feature impartial investigation and a clear communication to the complainant and the complainee on the results of the investigation.

ROLE 3.10 Wherever it is appropriate, the investigation procedure include a provision for frank face-to-face discussion between the citizen and the police officer in the hope of resolving differences which may impair the kind of police/community relationship we feel essential for Ontario.

ROLE 3.11 Police forces make every effort to communicate the avenues open to the citizen who feels wronged by police action, including the nature of the force's internal investigative procedure, his subsequent right of complaint to the Board of Commissioners of Police and, finally, his right of appeal to the Ontario Police Commission. In addition, forces should apprise the citizen of his rights of action through criminal or civil procedures in the courts.

Our emphasis in these recommendations has been to ensure citizens' rights, and to establish a framework which will promote better relationships between officers and citizens. We have a concern, as well, with the rights of individual officers who stand accused by citizens. In a fundamental sense, this is of equal importance to the rights of the citizen. Should individual officers feel that citizen complaints may bear on his professional and career prospects in a capricious manner, such could work counter to a climate which promotes an accountable and professional assumption of responsibility by each officer. Clearly, citizen complaint procedures must be seen to be fair to police officer and citizen alike.

We therefore recommend that:

ROLE 3.12 At the earliest possible stage of proceedings, a police officer be made aware of complaints against him.

COMPOSITION OF POLICE FORCES

The foregoing sections have described shifts in the orientation of policing in Ontario which we feel to be essential for the years ahead. These will spell changes in the composition of police forces – changes in the nature of the officers which make them up. Most importantly, we stress the responsibility of the individual officer in meeting a broader police challenge in an increasingly complex environment. In simplest terms, we in Ontario must treat police officers as professionals, and we must insist they perform as professionals. In later sections of our report we will make specific recommendations on recruiting, training and development which are designed to produce and maintain the truly professional police officer. In the following paragraphs, we make broader recommendations aimed at ensuring that the composition of police forces is consistent with the community-oriented requirements of a balanced police role.

Ethno Cultural Mix

Ontario is a province with a great diversity of cultures. The Canadian concept of a cultural mosaic supports the need to deal with each on its own terms and in its own ways in the context of Canadian law. Our recommendation on the need for modern policing to maintain open and easy communication channels between police and community requires that the ethno-cultural composition of a police force be a reflection of that in the community. This is more than a matter of language. It requires that a police force deal with each distinct subgroup in the community within the framework of the distinct values and customs of that subgroup.

We therefore recommend that:

ROLE 4.1 Each police force adopt a deliberate recruiting strategy to bring the ethno-cultural composition of the force roughly in line with that of the community.

Bilingualism

Because of the special constitutional place of the French language in Ontario, we feel a specific recommendation is required for those communities in the province which are predominately or largely French-speaking. In addition to our general recommendation that police forces should reflect the ethno-cultural mix of their community, the Task Force acknowledges the desire and right of the French-speaking citizens of Ontario to preserve and foster their language, customs and culture. Toward this end, there is a need to extend the availability of French-speaking police officers as rapidly as practical. Wherever the number of French-speaking citizens is significant, bilingual police services must be implemented.

We therefore recommend that:

ROLE 4.2 Forces serving the following communities work toward providing a fully bilingual police service to these communities in the years ahead:

Prescott-Russell	Mattawa
Ottawa-Carleton	Sturgeon Falls
Stormont-Dundas-	North Bay
Glengarry	Sudbury
Elliot Lake	Hearst
Blind River	Kapuskasing
Espanola	Smooth Rock Falls
Haileybury	Cochrane
Elk Lake	Iroquois Falls
Englehart	Timmins
Penetanguishene	

ROLE 4.3 To meet the requirements of recommendation 4.2, all new recruits to these forces be either bilingual or willing to take appropriate courses to achieve a basic bilingual proficiency during the probationary period.

ROLE 4.4 The Ontario Police College offer sufficient of its instruction in the French language to enhance the bilingual capacity of officers working in French-speaking communities.

Backgrounds

The principle of police forces reflecting the composition of their communities extends beyond considerations of language or culture. The Task Force is of the view that police officers should be drawn from as broad a cross-section of social backgrounds, walks of life, and educational preparation as is possible. In our view, the professionalism we envisage for Ontario police would not be well served by an emphasis on higher formal education which is different from that of the general population.

What we have in mind here is the opening of the police service to persons otherwise employed in Ontario society so that viewpoints of the full spectrum of modern Ontario become an integral part of police attitudes and understanding. We can imagine, for example, the recruitment of persons wishing a second career and who can bring either skills or experience which are needed in a police force.

We therefore recommend that:

ROLE 4.5 Recruiting strategies be devised by all police departments to attract officers who will bring the composition of the force into rough conformity with the community, in terms of social background and walk of life, and, above minimal standards, reflect the educational make-up of the community at large.

Women

We feel it essential that women find a larger role within Ontario police forces. Our view is more than an echo of the egalitarian sentiments of the day. There is no evidence to suggest that women are incapable of performing the police role in virtually all its aspects. Indeed, there is considerable evidence to suggest that women are more effective than men in family-crisis situations or incidents involving violence. Yet with few exceptions, policewomen in Ontario are relegated to juvenile or matron duties.

Policing in Ontario has been a male preserve. We can imagine nothing which would more symbolize our intent to make police forces representative of, and sensitive to, the communities they serve than a major increase in the number of policewomen in Ontario.

We therefore recommend that:

ROLE 4.6 Ontario police forces be encouraged by the Ministry of the Solicitor General and the Ontario Police Commission to recruit female police officers for specialized and general duties, with the opportunity for advancement equal to their male counterparts, and that there be no discrimination according to sex in recruiting or promotional opportunities.

PRIVATE SECURITY SERVICES

Our terms of reference concentrate our attention on police who are constables under the Police Act and who serve the citizens of Ontario as *public* police officers. In the province, however, there is a large number of *private* security personnel who perform a quasi-police function, primarily in the protection of private property for private employers. These include security guards and private investigators, some of whom work directly for the industries they protect, while others provide service on a contract basis. It has been estimated that there are at least twice, and perhaps three times, as many private security personnel in Ontario as there are public police officers. A small number have been appointed special constables under the Police Act.

Private security personnel provide security services for industrial plants, commercial buildings, high-rise residential areas, ports, railroads, airports, and for the movement of valuables among private establishments.

It is clear to the Task Force that private security services are essential but, in the main, are supplemental to public forces. There are several issues which, we feel, must be addressed in the public interest. The following are suggestive:

Confusion in the Public Mind

The uniforms of many security guards are similar to those worn by sworn officers. This leads to confusion in the public mind. In this report we emphasize high standards for police officers and stress the need for improvements in the quality of police/community relations. The Task Force is concerned that public contact with lesser qualified private security personnel may erode the kind of mutual respect we see to be so essential for Ontario.

Qualifications and Training

Private security service is a useful supplement to public policing because it is cheaper. This is because standards can be lower for many security duties and salaries, benefits and training costs need not be as high as for sworn officers. Yet there are questions as to what qualifications should be required for the various categories of private security personnel.

Scope and Regulation

There needs to be, in our view, a clearer definition of what private security personnel are permitted to do. Included here is the question of who

falls into the category of private security and who does not. Does a working definition of private security service include, for example, distributors and servicers of burglar alarms and closed-circuit monitoring devices? When, under what circumstances, and with what training requirements should private security personnel be permitted to use firearms or other weapons? Are these personnel best regulated by police forces or by the Ontario Police Commission? What form should this regulation take?

Information

One of the most troubling issues relates to the collection, retention and use of information by private security personnel. Is there adequate protection of individual rights in current practices of maintaining private "intelligence" information on persons? To what degree should information gathered by private security personnel be required to be shared with public forces, or made available to the individual?

Foreign Ownership

Many of the contract security forces in Ontario are owned by U.S. companies. Is this an appropriate arrangement in view of the sensitive nature of much of private security work? The Task Force is particularly concerned about the use of information gathered on Canadians when it may be held by non-Canadian firms.

Motivation

In this report we place great emphasis on the need for public police to be oriented to the overall good of the whole community. Private security, by contrast, is motivated to protect private property in the interests of the owners of that property.

This may give rise to over-emphasis of restitution for the owner as opposed to justice for a crime committed against society. On the one hand, this motivation pattern may seek solutions which are not in the best interests of the community as a whole. On the other hand, it may lead private investigators to adopt investigative methods which would not be tolerated for public police and which do not respect the rights and procedures which, under law, have been deemed essential for the public police system.

Historical Perspective

It is important to place these issues in an historical context. There is a pervasive pattern in the development of public police services in

countries following British traditions which evidences the transformation of “private” concerns into those of “public” concern. The history of the British Railway Police is a good example in that what was once a clearly private matter involving private property has gradually become a quasi-public responsibility. In New York City, policing of subsidized high-rise housing has led to the development of the Housing Authority Police Department. This force is public only because the “private property” involved happens to be owned by the city. In Ontario, the policing of ports is treated as a private security problem, but the rationale that the ports are “private property” is less substantive than it once was. We feel there is room to re-examine the dividing line between public policing and private security responsibility on the basis of a contemporary view of the public interest.

The Public Interest in Private Security Services

There are two arguments which indicate that private security services in Ontario need a greater measure of public accountability.

The first questions the validity of private property as the appropriate dividing line between public and private responsibility. While private cash-carrying, for example, is done in privately-owned vehicles, it takes place in the public domain. Similarly, many private buildings are accessible to the general public and cannot, in any meaningful sense, be regarded as places where the public interest is not involved.

The second argument for public accountability rests on the need for all policing activities affecting persons in a community to have consistency and continuity. We have already pointed out the dangers inherent in radically different standards for private security services and public policing where the citizen is unable to distinguish clearly between the two. We have indicated that differences in the methods and motivations between the two systems have an impact on both the effectiveness of the criminal justice process and the relationships between the community and the police.

The Task Force is of the view that no prescription for policing in modern Ontario is fully comprehensive unless private security personnel and private quasi-police are covered. In later sections of this report, we make specific recommendations for a relocation of the responsibility for administering the Private Investigators and Security Guards Act, but we believe a full and comprehensive review of private security services in the province is a matter of urgency.

Therefore, we recommend that:

ROLE 5.1 The Solicitor General initiate a specific and comprehensive review of private security services in Ontario.

ORGANIZATION FOR POLICING IN ONTARIO

ORGANIZATION FOR POLICING IN ONTARIO

INTRODUCTION

“An organization is intimately bound up with the world and social system of which it is a part.”¹ In Ontario there have been many changes in our social structure which affect policing.

Both central and local government structures have undergone considerable change in recent years. Centrally the new policy structure of government operates within a series of “policy fields” and new structural relationships exist with local government through Treasury, Economics and Intergovernmental Affairs. Some local governments have undergone considerable reform with the emergence of large urban/rural areas administered as regions.

The demographic pattern has also changed considerably in the past 20 years. Ontario has become an urbanized province with commercial and industrial activity predominating what was once a primarily agricultural economy. The population has grown from 4,500,000 to approximately 7,500,000 with over 80% of the people living in larger cities and towns.

Transportation, communications, and other technological changes have been enormous. These have affected the mobility of the population and broadened the size of areas to which they relate. They have, in addition, fundamentally affected the nature of policing in the province.

The demand for police services has increased at a faster rate than have revenues. This has caused great emphasis to be placed on effectiveness and efficiency. The need for improved management ability to see issues clearly, to prioritize and allocate resources, and to establish planned courses of action is now more apparent than at any time in Ontario’s past. The importance of establishing organizational patterns at both the local and provincial levels to facilitate the cost-effectiveness of policing is increasing.

In Ontario policing services are delivered through both a provincial police force and municipal forces. In January 1972 there were 3,897 police officers employed by the OPP and 9,265 police officers deployed through 179 local forces in the province. Of the 179 local forces, 103 had 9 or fewer men.

¹COGP, Interim Report Number 3, December 1971, page 9.

The existence of such a large number of small forces places considerable limitations on efficiency and effectiveness. On the other hand, the Task Force recognizes and has placed considerable emphasis on the desirability for responsiveness to local needs and conditions in delivery of police services. Moreover, we have considered the unique conditions of Northern Ontario in developing our recommendations. Our recommendations for organizational change in the delivery of police services incorporate a balance between local responsiveness and ability to respond meaningfully.

We have considered both the need for police independence in the day-to-day execution of their responsibilities and the need for accountability to democratically elected bodies regarding their overall operation. We have recommended that the delivery of police services in Ontario be closely tied to units of government structure throughout the province and propose changes in the linkage mechanisms involved.

At the provincial level, we see the need for a broader policy context within which policing policy can be developed for the 1970's. We see that central services in support of the delivery levels can be expanded to improve the cost-effectiveness of policing. We have made recommendations to clarify and improve the central structures with respect to their function in quasi-judicial matters. In addition to proposing an overall structure which affords considerable flexibility, we have included specific recommendations to foster innovation.

Our report discusses and enumerates our recommendations first with regard to organization of the delivery levels of policing, and second, for central structures.

DELIVERY STRUCTURES FOR POLICING IN ONTARIO

City and Regional Forces

Policing is currently provided in 179 municipalities in the province by separate locally operated forces. The capabilities and organization of these forces cover a wide spectrum ranging from Metropolitan Toronto with about 4,000 men and considerable specialization to those with only a few men, often with relatively little training and no specialization. 103 of the municipal forces have fewer than 10 men.

It is important to note that certain significant thresholds of service exist in relation to size of a police force. Analysis of available time for active duty considering vacations, sick leave, time required for training, etc., shows that to simply have one man available for response to occurrences on a 24-hour basis requires a minimum complement of six. To operate a

department with two men requires a minimum of 12 duty officers. In order to provide additional effort to certain shifts and duties, to replace court time, to provide for administration and a minimal degree of specialization (such as for detective/identification, youth or traffic/safety work) very quickly puts the minimum complement requirement between 15 and 20 men, plus a chief constable, deputy and secretarial help.

The Task Force considers local responsiveness of prime importance, but also sees that this response can only be significant if a force operates over a certain threshold of size.

The ratio of size of force to size of community in terms of complement and population varies. For cities, the ratios fall between 1/530 and 1/900.

For smaller communities, the ratios tend to be smaller. Accordingly, in our considerations we established that the minimum population for operation of a separate local force in communities of Southern Ontario² should be 15,000 people. It is note-worthy that this population³ point, with one exception, differentiates cities from all other lower tier municipalities outside of regional governments.

In connection with regions, the Task Force considers that the regional municipalities of Southern Ontario afford a desirable local-government basis for policing, both in terms of size and representation of differentiation with respect to local conditions.

We believe our recommendations establish the most appropriate sizes of forces for Ontario in the coming decade, yet the establishment of forces with larger minimum sizes is no panacea. There will result an array of sizes. Smaller forces will continue to need considerable support in the form of central operating and support services. There will be very large forces as well. These must be organized with a high degree of geographic decentralization to facilitate effective management consistent with our recommendations on role.

The Task Force believes that to avoid duplication, overlap or fragmented responsibility, only one force should operate within a given municipal jurisdiction and should be responsible for the entire delivery of police services in that area with the only exception being policing of King's Highways and provincial parks. (The latter aspects will be dealt with in a following part of this report.)

²Southern Ontario, for purposes of our recommendations is defined as that portion of the province including and south of the District Municipality of Muskoka, and the Counties of Haliburton, Hastings and Renfrew.

³All population figures used in this section of our report are 1971 figures, unless otherwise shown.

We therefore recommend that:

ORG. 1.1 Separate municipal forces be operated in the following cities of the province, which cities are not part of a regional municipality:

Barrie	Owen Sound
Belleville	Pembroke
Brantford	Peterborough
Brockville	St. Thomas
Chatham	Sarnia
Cornwall	Sault Ste. Marie
Guelph	Stratford
Kingston	Thunder Bay
London	Windsor
North Bay	Woodstock
Orillia	

ORG. 1.2 Separate regional forces be operated in the following named regional municipalities of the province and deliver all police services (except as noted later for King's Highways and provincial parks) for the entire region:

Niagara
Hamilton-Wentworth
Waterloo
Halton
Peel
Metro Toronto
York
Durham
Ottawa-Carleton
Sudbury

The above recommendations (exclusive of options defined in ORG 1.3 and ORG. 1.4) covering cities and regions defines the structure for delivery of police services for over 75% of the population of Ontario.

Since in Northern Ontario, communities are often separated by considerable distances, and have policing needs quite different from Southern Ontario centres, it may be desirable to establish local forces under special circumstances where population is less than 15,000. For example, the Town of Kenora maintains a force of 20 men even though its population is only 10,771. Furthermore, the City of Timmins presents the somewhat special circumstances of large area and low density of population.

Accordingly, the Task Force recommends that:

ORG. 1.3 In Northern Ontario those centres with populations between 7,500 and 15,000 have the option of continuing separate local forces (as under recommendation ORG. 1.1) instead of having policing provided as defined by recommendation ORG. 1.9.

ORG. 1.4 The City of Timmins will have the option of receiving police services as defined in recommendation ORG. 1.9 instead of establishing separate local forces as under recommendation ORG. 1.1.

Recommendation ORG. 1.3 will affect the following Northern Ontario communities:

Kenora
Kapuskasing
Kirkland Lake
Elliot Lake
Fort Francis
Iroquois Falls.

In the case of regional municipalities to be established or counties to be restructured in the future because of low density of population or other factors, we also believe these should be handled by option, and therefore we recommend:

ORG. 1.5 Regional municipalities not named in ORG. 1.2 and restructured counties established in the future shall form their own police forces or take the option of receiving police services as outlined under recommendation ORG. 1.7.

ORG. 1.6 In the three cases of ORG. 1.3, 1.4 and 1.5, the police program must be approved by the Ontario Police Commission if an option is selected.

**Policing for Counties, Unorganized Districts and
The District Municipality of Muskoka**

While the foregoing section defines the structure for policing delivery for three-quarters of the population, there is a much greater proportion of the area of the province outside the defined cities and regions. Since we have essentially recommended that separate local forces only be operated by cities and regional municipalities, other provision must be made for the rest of the province.

In Southern Ontario, the upper tier units of government structure other than regions, of course, are counties. It is important to note that cities are not included in the structure of county government and since we have provided for separate city police forces, the county is a realistic alternative unit of government to which policing can be related in the more rural areas of the province. We do not, however, judge county councils, as currently structured, to be appropriate for direct establishment and operation of separate local forces. Generally a lower density of population exists relative to currently identified regional municipalities. The size of counties varies, in that some are very large with limited populations while others are quite small.

Currently there are six separated towns all with populations under 15,000 which do not participate directly in the county council structure, ie:

Separated Town	Population	County
Trenton	14,291	Hastings
Smiths Falls	9,353	Lanark
Ingersoll	7,699	Oxford
Prescott	5,112	Leeds/Grenville
Gananoque	5,134	Leeds/Grenville
Saint Marys	4,557	Perth

Accordingly, we recommend that:

ORG. 1.7 Units of government in Southern Ontario to which policing shall relate, outside of cities and regions already defined, shall be the counties and the District Municipality of Muskoka. The standard approach shall be for each respective council to negotiate an agreement with the Ontario Provincial Police for delivery of all police services within the county. With the specific approval of the Ontario Police Commission, a council may negotiate such an agreement with an adjoining municipal or regional force established under ORG. 1.1 and ORG. 1.2.

and further that:

ORG. 1.8 Separated towns shall be policed by the same force policing the surrounding county with costs paid by the town through agreement between the separated town council and the respective force, or, with the specific approval of the Ontario Police Commission, shall continue to operate their own force with a Board of Commissioners of Police as set out in ORG. 2.1 and ORG. 2.2 until such time as the related county is restructured.

In Northern Ontario the geographic unit corresponding to counties is the unorganized district. The essential difference is that districts do not have district councils responsible for delivery of various programs. This presents the necessity to make different provision for linkage between local government and policing in districts than in counties. Nevertheless, we propose that policing can be delivered with regard to the district structure and therefore recommend that:

ORG. 1.9 Policing for the portion of Northern Ontario outside cities and regions (ORG. 1.1 and ORG. 1.2) or those other units of local government electing to establish separate local forces (ORG. 1.3 and ORG. 1.4) shall be delivered by the Ontario Provincial Police through a system of agreements by district, established with the councils of incorporated municipalities in each district.

Maps 1A and 1B outline the cities, towns, regions, counties, and unorganized districts involved in the foregoing recommendations.

♦ Dissenting opinion

Dissenting opinion on Recommendation ORG. 1.7 by William L. Archer:

"I am concerned that there has not been adequate recognition of the matters of local responsibility, local autonomy and the fact that municipalities (ECON. 3.4) have been, and will be, paying the major portion of the costs of Police operations. I do not concur with the proposal in ORG. 1.7 placing emphasis on agreements with the Ontario Provincial Police Force for delivery of all Police services within the county.

"First, I am not inclined to agree with the extensive spread of the Ontario Provincial Police as a unit of policing to this extent across the Province. Secondly, I consider that the counties should have the right to choose the method of establishing their Police Forces.

"In those parts of the Province in Southern Ontario outside of the cities and regions for which particular recommendations have been made, the matter of structure is under active review at this time.

This has been stated by the Minister and by the Association of Counties and Regions of Ontario.

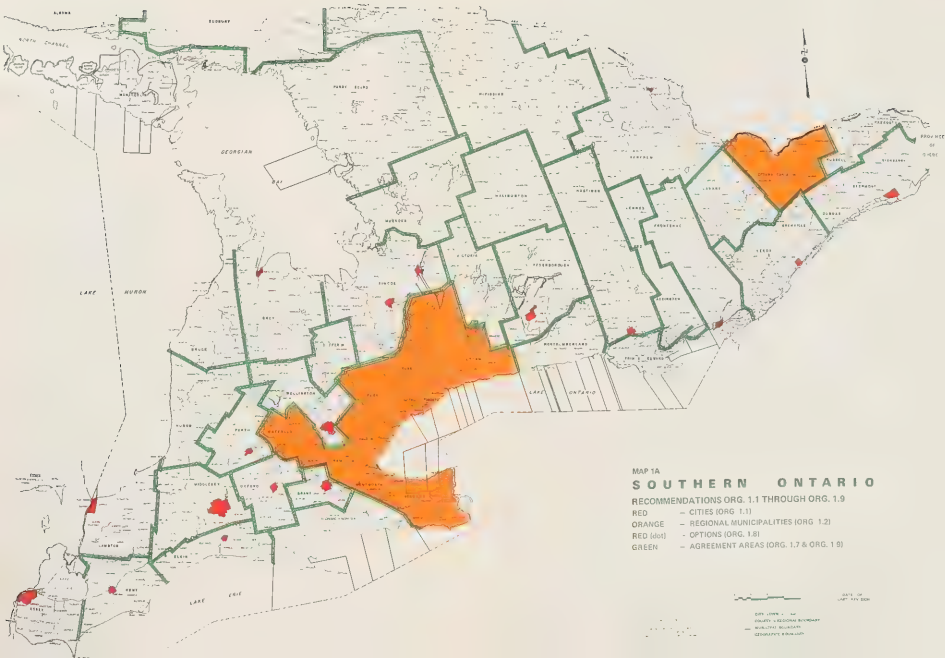
"I do not consider it advisable to set up new forces or detachments at a time when change is imminent, particularly when such changes would likely lead to the setting up of local forces. These comments would involve some modifications in clauses related to municipal structure and organization."

Relationship of Forces to Councils

We adopt the principle that police forces should be independent in their day-to-day operations, yet responsible for overall operations to elected representatives. It is our view that through implementation of our role and structural recommendations and through emphasis being placed away from an adversary relationship between the general public and the police, along with a strong organizational connection to the democratic government structure, citizens' review committees or similar mechanisms are unnecessary. We specifically have not recommended that such bodies be established.

The Task Force supports the concept of Boards of Commissioners of Police where councils operate their own forces. These Boards should be comprised to foster a balance between politically independent judgement and linkage to local government. We have considered briefs which suggest that the appointment of Judges to Boards of Commissioners of Police could constitute a degree of conflict of interest. The Ontario Royal Commission Inquiry into Civil Rights suggested possible impairment, real or perceived, to judges' impartiality caused by their receiving remuneration for extrajudicial duties such as serving on commissions. The Ontario Law Reform Commission in Part I of its Report on Administration of Ontario Court, recommended that County and District Court Judges not be members of Boards of Commissioners of Police. We have also recognized, from the point of view of policing, the value added in terms of independent judgement and knowledge by having Judges as members of the Boards of Commissioners of Police. Their presence and influence in this role serves the public interest in many ways. On balance, we believe Judges should continue to be appointed to these positions.

While we recognize that Boards of Commissioners of Police from time to time must consider matters which in the public interest are best treated confidentially, we suggest that Boards should be encouraged to hold their meetings open to the public.



MAP 1B

NORTHERN ONTARIO

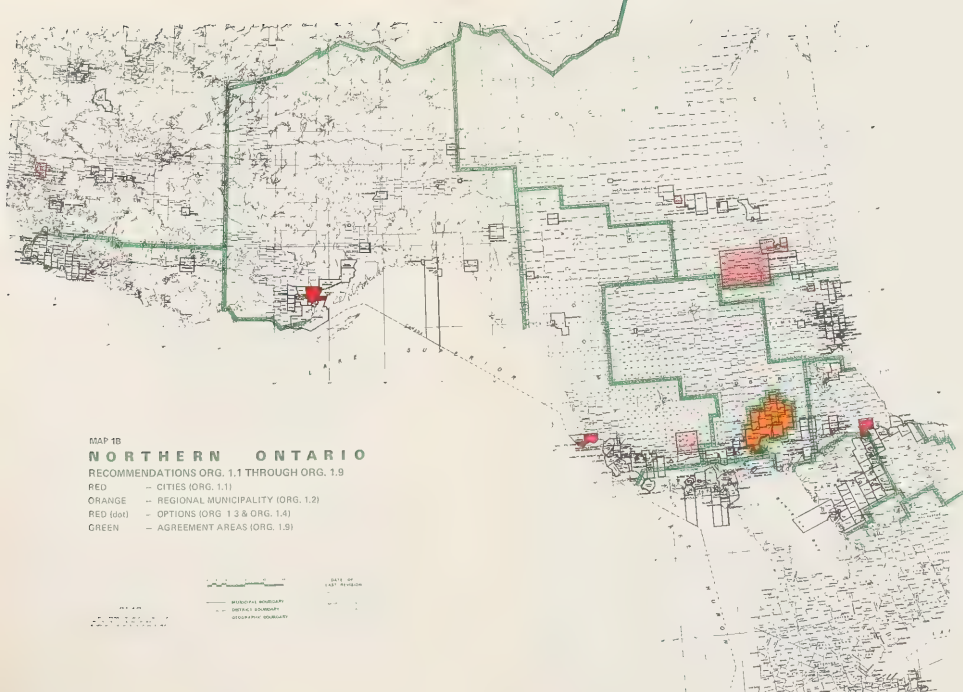
RECOMMENDATIONS ORG. 1.1 THROUGH ORG. 1.9

- RED - CITIES (ORG. 1.1)
- ORANGE - REGIONAL MUNICIPALITY (ORG. 1.2)
- RED (dot) - OPTIONS (ORG. 1.3 & ORG. 1.4)
- GREEN - AGREEMENT AREAS (ORG. 1.9)

0 10 20 30

KMS OF
EAST REGION

— MUNICIPAL BOUNDARY
- - - DISTRICT BOUNDARY
--- GEOGRAPHIC BOUNDARY



We therefore recommend that:

ORG. 2.1 Where a council operates its own force, a Board of Commissioners of Police be appointed and comprised of the following:

2 members of council, designated by council;

2 members of the community served, designated by the Lieutenant Governor in Council;

1 Judge of any county or district court, designated by the Lieutenant Governor in Council.

The three members thus designated by the Lieutenant Governor in Council shall be appointed for overlapping terms of 3 to 5 years and shall be eligible for re-appointment, following thorough review.

We further recommend, regarding the operation of these Commissions, that:

ORG. 2.2 The Chairman shall be selected from their own number by the resultant 5-man Board, and that through him the Board shall report to the Council. A quorum, for budget matters, must include one of the members designated by Council. If a duly called meeting is dissolved by reason of such a quorum not being present and 7 days further notice from such meeting is given for a second meeting, a quorum at this second meeting shall consist of any three members. Matters of budget dispute between Council and the Board may be appealed by either party to the Ontario Police Commission for a ruling.

and that:

ORG. 2.3 Where areas are policed through agreements involving other operating forces, the relationship should be direct between the respective councils and forces.

◆ Dissenting opinion

Three dissenting opinions regarding the appointment of Judges to Boards of Commissioners of Police (ORG. 2.1):

1. By Arthur Maloney, and endorsed by Mrs. S. G. Isserstedt, Allan M. Masson and A. J. Pianosi: "I wish to record my dissent to the position that appears to have been taken by a majority of the members of the Task Force with respect to the composition of Boards of Commissioners of Police for each city and regional force.

"It is the recommendation of this majority that one of the members of this commission shall be 'one Judge of any county or district court designated by Lieutenant-Governor in Council'. The Law Reform Commission has gone on record as being unalterably opposed to the continuation of this practice.

"I would be prepared to go along with the appointment of a Judge to such a police commission provided the Judge so designated ceases to preside during his tenure of office over the trial or other hearing of criminal or quasi-criminal cases in his police jurisdiction.

"A Judge in the role of police commissioner wears two hats — he is on the one hand a member of the tribunal that controls almost every aspect of the life of the police officer. On the other he is the Judge presiding over criminal courts where these officers are giving evidence against persons accused of criminal offences.

"This has a very bad public appearance.

"An accused person on trial aware of the dual function of the Judge will understandably question the Judge's ability to deal impartially with the evidence given by these police officers particularly in cases where their credibility is called in question.

"Further the officer himself will be motivated to distinguish himself to the very best of his ability when he knows the Judge presiding is a member of the police commission.

"In addition such a Judge by reason of his connection with the police commission has access to information about crime and criminals including their identity which isn't available to his brother Judges and that would indeed be incompatible with our requirement of judicial impartiality.

“As I have indicated I will not voice objection to the selection of a Judge for service on a police commission *provided* he ceases to preside over the trial of criminal cases. Perhaps a similar prohibition should be applied to his right to preside over the trial of civil cases where testimony of police officers is involved as for example actions for damage for civil negligence arising out of automobile accidents which have been investigated by the police.

“It would follow, therefore, under this proposal that a retired Judge would be unobjectionable. Any Supreme Court Judge both of the trial and appellate division is now permitted to retire and to assume the status of what is called ‘supernumerary judge’. He can retire at seventy for this purpose.

“All Judges of the Supreme Court and County Court must retire at seventy-five. This means complete retirement.

“I know many retired Judges in both of the above mentioned categories who would add strength to a police commission and who could not be objected to for the reasons I have suggested since they no longer preside over the trial of cases in court.

“The restriction to a Judge of a County or District court would make it impossible to engage the services of one of the retired judges of the Supreme Court to which I have referred. It also precludes the possibility of appointment of a Judge of the Provincial Court.

“I noticed that recently His Honour Judge Warrender of Hamilton – Wentworth County – was named Chairman of the Police Commission of the Regional Municipality of Halton. His appointment meets my requirements because as I understand it he is performing his judicial functions in Hamilton in Wentworth County and his functions as a member of the Police Commission would be performed in Halton County.

“The fundamental principle that not only demands justice but insists on the appearance of justice as well it seems to me is plainly violated by the continuation of the present practice with respect to the appointment of County Judges serving in this capacity unless under the restrictions I have suggested.”

2. By E. Marshall Pollock, and endorsed by Marva M. Jemmott:
 "It is with sincere regret that I discover myself in basic disagreement with the Task Force recommendation that County Court Judges be appointed to Boards of Commissioners of Police. As a lawyer I find it impossible to accept this recommendation in light of the conflict of interest implicit in such an arrangement and the effect that such a conflict may have on public confidence in the independence and impartiality of the judiciary.

"In 1968 the *Report of the Royal Commission Inquiry into Civil Rights*, (The McRuer Report), denounced the practice of employing Judges to perform extra-judicial services. It states:

'This [judicial independence] is the historic charter of the protection of the rights of the individual against encroachment by the State or any person or corporation. Not only must Judges be independent, but it is essential that the individual citizen should have confidence in their independence. Where a Judge engages in activities for which he receives remuneration beyond the statutory salary and allowances that are provided by statute for all his brother Judges, he has lost some of his independence, and certainly if he has not lost his independence he has lost the appearance of independence. Where a Judge has received a fee from an individual, a corporation or a government, over and above the salary and allowances fixed by law, he has put himself in such a position that a party engaged in a contest before him in the courts may well feel that there is not true independence, if the other party to the contest has been one in whose pay the Judge has been by rendering extra-judicial services. This is the predominant reason for the constitutional provision that the salaries and allowances of the Judges shall be fixed by Parliament.' (1968, Rpt. 1 Vol. 2, p. 717)

"In 1973 the Ontario Law Reform Commission *Report on Administration of Ontario Courts* reiterated these views and dealt specifically with the appointment of County Court Judges to boards of commissioners of police and I can do no better than to quote from their report:

'There is one particular duty, difficult to classify under any of the heads employed in the foregoing analysis, with respect to which it is necessary to make a specific recommendation. Under section 8 of *The Police Act*, one of the members of every board of commissioners of police must be a *Judge of any county or district court designated by the Lieutenant Governor in Council*. Members of these boards are paid by the Municipality for the duties they perform in connection therewith. The boards have broad hiring, maintenance and disciplinary powers with respect to municipal police forces. In addition they have powers to pass by-laws dealing with a wide range of matters that have very little to do with the police function. Under *The Municipal Act*, boards of commissioners of police may, for example, pass by-laws regulating and licensing the carriage of goods and the taxi business, the sale of magazines and newspapers on the streets and in public places, second-hand shops, certain public fairs, salesmen, food shops and restaurants, auctioneers, billiard parlours, barber shops, and so on.

'We are of the view that none of these functions, or any others within the jurisdiction of boards of commissioners of police, requires the presence of a County Court Judge on such boards. We concur with those passages in the McRuer Commission Report that point out that in some cases, such as where the adjudicative duties of a Judge, who is in receipt of remuneration from a municipality, involve a contest between a citizen and that municipality, the essential elements of impartiality and independence of the judiciary may be, or may appear to be, interfered with. Further, the scheduling and operation of a circuit system for the County Courts cannot work efficiently if some Judges are tied down in various municipalities on an *ad hoc* basis performing extra-judicial duties as police commissioners. We therefore recommend that those provisions of *The Police Act* that make a County Court Judge a statutory member of a board of commissioners of police be repealed, and that County Court Judges not be assigned to perform these duties in the future. (1973, Part I, pp. 172-173)

“It may be argued that it is in the Provincial Courts that the overwhelming majority of criminal cases are tried and that the County Court Judge is called upon to deal with only a comparatively small number of criminal matters. Regrettably, the appearance of justice cannot be measured in percentages or gauged by a rule that implies that in *most* cases the appearance of justice will be unimpaired. It is for this very reason that the mere appearance of bias and not actual bias has always been adjudged sufficient grounds for the disqualification of a person presiding in any judicial process.

“It is for these reasons and with great reluctance that I tender my dissent in this matter but the issue is so fundamental to the integrity of the judicial system that I cannot, in conscience, do otherwise.”

3. By William L. Archer: “With respect to ORG. 2.1 concerning Boards of Commissioners of Police, I associate myself with the comments of Arthur Maloney. I do not concur that a Judge is necessarily required. Whether the person is a Judge or not, it should be a person qualified to fulfill such a position. Further, it should be a person who is not otherwise directly involved in official activities involving the Police. In addition, I consider that it should be recognized as a part-time position, not a full-time position, and there should be a time limit on which a person may be a Commissioner.”

Impact of Forces' Restructuring on OPP Field Structure

The current field structure of the OPP is shown in Maps 2A and 2B. It consists of 17 districts, 185 detachments and 8 summer detachments. In light of our proposals for city and regional forces, and for policing in counties and unorganized districts, some revision to the field structure of the OPP will be necessary to facilitate our recommendations.

The detachment commands are not aggregated on the basis of counties or districts of government. In some cases, the OPP operates several detachments within areas defined by our recommendations for separate agreements, in others only one.

All detachments currently report directly to the OPP District Headquarters. The intensity of policing to be provided by the OPP will be increased in most areas through the absorption of small forces. However, the total resultant activity, complement and number of detachments will continue to vary from county to county and district to district. It will be appropriate, if not necessary, for the OPP to be able to adjust the level of service differently within each area according to agreements reached with councils. As well, the different cost of policing areas associated with agreements must be determinable.

We believe that there must be a clearly defined command structure within the OPP as regards policing provided under agreement so that each council will understand who is responsible for delivery of police service within their area and to whom they relate both for day-to-day matters and for negotiation of the agreements.

Our recommendations establish a block of area in Southern Ontario wherein all municipal policing will be carried out by forces operated by regional municipalities. This area currently encompasses portions of four OPP districts. Since the relation of the OPP to delivery of police services in this area will be fundamentally different from that in most other areas of the province, it may be appropriate to modify the OPP district boundaries to include this area as one.

The Task Force believes that the foregoing outlines only in very broad terms the implications of our recommendations to the field structure of the OPP and that considerable organizational planning will be required to develop the specific appropriate structure of the force once our recommendations are adopted.

We therefore recommend that:

ORG. 2.4 The OPP undertake a comprehensive analysis of their field organization including assessment of the implications of agreement policing, absorption of small forces, and existence of large areas to be policed by regional municipal forces.

and further that:

ORG. 2.5 The OPP establish clear responsibility within their command structure for operation of policing in areas covered by agreements and for relations with councils as regards both day-to-day matters and agreement negotiation.

Nature of Agreements

Proposed agreements would lay out the costs and the general level of service to be provided. These agreements would be negotiated by authorized personnel from the operating force with respective councils. The proportion of cost to be paid by the local governments should be determined in the same fashion as in municipalities operating their own forces.

Day-to-day relations between the force and councils would be handled by the respective commanders of operations in each area.

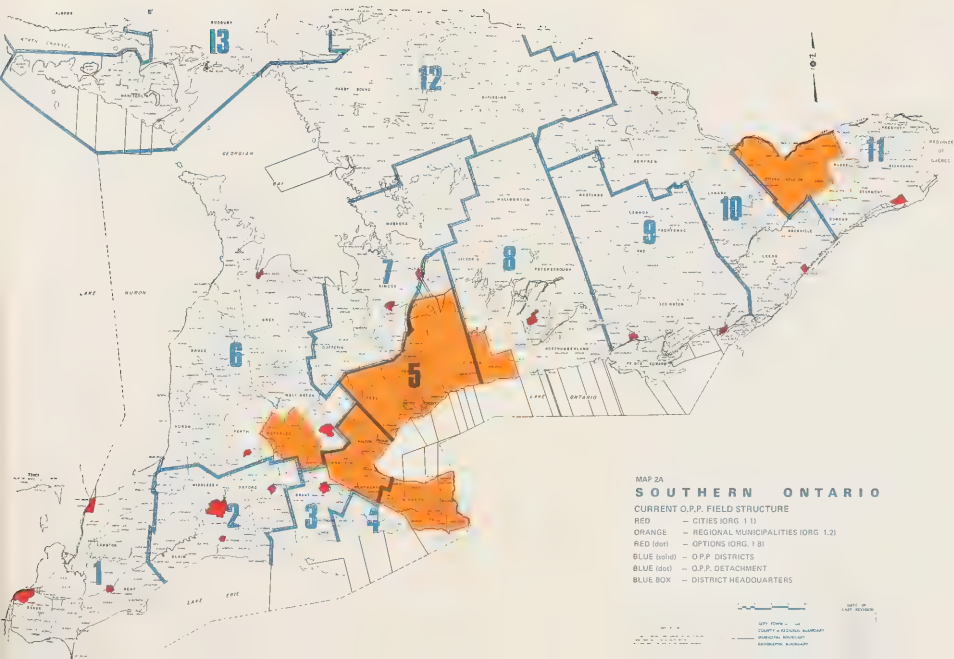
We therefore recommend that:

ORG. 2.6 For areas to be policed under agreement, the agreement be negotiated annually between the operating force and each council to establish the general level of service to be provided and total cost thereof. If the parties are unable to reach agreement, either may appeal to the Ontario Police Commission for a ruling.

and further that:

ORG. 2.7 The proportion of cost to be borne by the council be determined through a scheme similar to that where municipalities operate their own forces.

The system of agreements across the province will facilitate differentiation of police services to reflect community differences. Specifically, in each agreement area of operation, the respective force must separately consider recommendations ROLE 1.1 and ROLE 1.3.



MAP 28

NORTHERN ONTARIO

CURRENT O.P.P. FIELD STRUCTURE

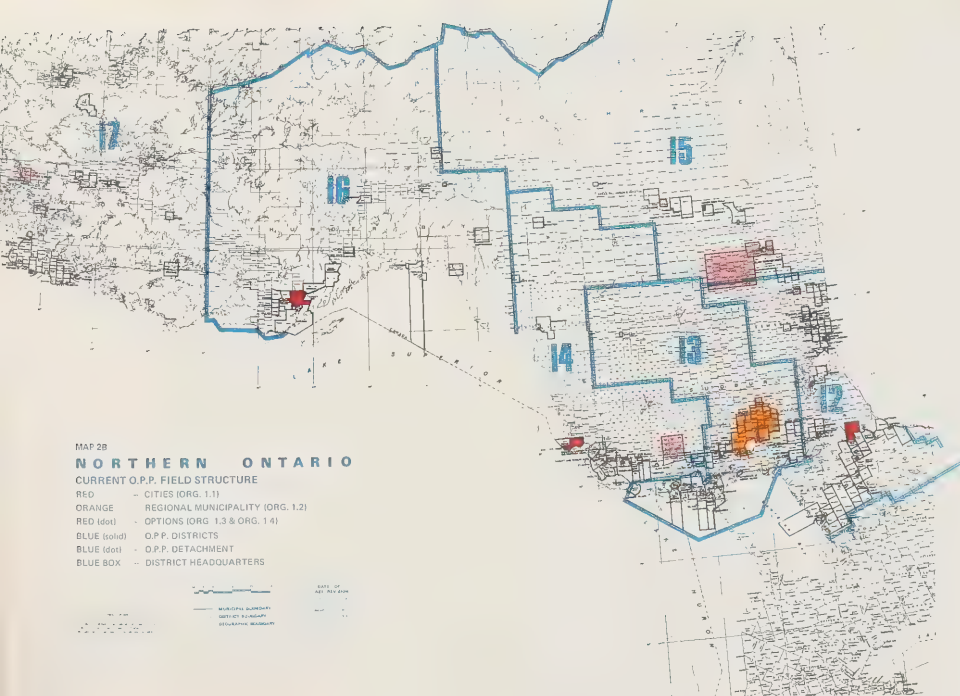
- RED - CITIES (ORG. 1.1)
- ORANGE - REGIONAL MUNICIPALITY (ORG. 1.2)
- RED (dot) - OPTIONS (ORG. 1.3 & ORG. 1.4)
- BLUE (solid) - O.P.P. DISTRICTS
- BLUE (dot) - O.P.P. DETACHMENT
- BLUE BOX - DISTRICT HEADQUARTERS

0 10 20 30 40 50
Kilometers

0 10 20 30 40 50
Miles

MUNICIPAL BOUNDARY
DISTRICT BOUNDARY
POLYGRAPHIC BOUNDARY

DATE OF
LAST REV. 2004



Absorption of Small Forces

The implementation of our recommendations for agreement policing as well as those related to policing of regional municipalities constitutes a rationalization of police forces in the province. Of necessity, several forces will be absorbed into either the OPP or other operating police forces.

Exhibit 1 shows the disposition of these forces. Twenty-six local forces, totalling 1,998 authorized strength, would be absorbed into regions. Up to 86 local forces, totalling 517 authorized strength, would be absorbed into county policing. Up to 18 local forces, totalling 166 authorized strength, would be absorbed into district policing.

The absorption of manpower into larger forces must be carried out to ensure both that the resulting police forces are of high calibre and that the people involved are treated in a fair and equitable manner.

Accordingly, we recommend that:

ORG. 2.8 Where the OPP takes over the policing from an existing police force, the personnel from the existing force be absorbed into the OPP on the basis of the following:

- (a) Entrance by qualified and interested personnel into the mainstream of the OPP, including the right to compete for promotion and transfer to another location in Ontario; or
- (b) Entrance by other personnel into the ranks of the OPP, including the right to compete for promotion, but not being subject to transfer; and
- (c) Such personnel will receive pay and benefits not less than that which is equivalent to their pay and benefits from the existing force, excluding rank title.

and further that:

ORG. 2.9 Where the OPC approves the takeover by a force other than the OPP, the principles contained in recommendation ORG 2.8 be used as a guide.

and finally that:

ORG. 2.10 Personnel may appeal their classification to a classification arbitration panel representative of force management, police associations and independent judgement in a manner to be established by the Ontario Police Commission.

Policing King's Highways & Provincial Parks

♦ King's Highways

Currently, the King's Highways in Ontario are policed almost entirely by the Ontario Provincial Police. Because of the extent of transient traffic flowing through the province, we concur with this practice. However, within the regional government areas of Southern Ontario, many portions of King's Highways no longer primarily serve the non-regional traffic. In fact, these highways have become very closely related to regional policing, are built up on both sides and function as part of the network of regional transportation. On the other hand, those highways which are limited access in design present a different situation in the southern regions in that there is a high volume of inter-regional traffic and the policing approach is different, i.e. linear, specialized.

We therefore recommend that:

- ORG. 3.1** In general, the principle of the OPP policing the King's Highways be maintained and that the cost of this be kept separate from county and district agreements and be paid by the Provincial Government.
- ORG. 3.2** In the regional government areas of Southern Ontario the OPP continue to police all limited access King's Highways but with regard to all statutes and the Criminal Code.
- ORG. 3.3** A review be made of all non-limited access King's Highways in the province, and where it is found portions function primarily as part of an urban/rural area transportation network or where there is a small portion of highway between centres within a region, that these be designated by the Lieutenant Governor in Council, for policing purposes only, to be the responsibility of the municipal policing agency and that such municipality assume the cost thereof.

♦ Provincial Parks

Our assessment is that the province should remain responsible for policing the provincial parks and consequently recommend that:

- ORG. 3.4** The OPP carry out policing of all provincially operated parks in the Province of Ontario. Where such parks are located within regional municipalities, the Solicitor General may contract with respective regions to provide police services through the regional force.

Policing for Indian Reserves in Ontario

Currently there are 102 Ontario Indian Bands representing individual populations of from 3 people to 9,000, totalling approximately 57,600 people for the entire province. The reserves are diffused by location all over the province and most are small, only 14 having more than 1,000 people and 54 having less than 300 people.

Many argue that in the past the police service provided to Indian Bands has not been of a standard as high as that provided to most other communities in the province, a standard of service to which they are equally entitled. Some confusion has existed both on and off the reserves as to what force has jurisdiction on the reserve. The RCMP in the last decade has withdrawn detachments from the reserves in this province. The band constable system has met with varying degrees of success, generally proving to be less feasible on smaller reserves. The fact that the reserves are not part of the same local government structure as municipalities in the province creates problems of a fiscal nature as well as linkage between operating forces and local government of bands. The members of forces who serve native communities often have little understanding of the cultural differences associated with those communities and recruiting of native peoples into the forces has not been significant.

The demographic characteristics of reserves negate the feasible establishment of either separate forces on the reserves or completely separate organizational units within existing forces. Yet the significant problems of policing native communities must be solved.

We believe that Band Councils must continue to be responsible for enforcing bylaws established by them. On larger reserves where there is interest, and resources are available, to establish band constables this should be encouraged. In some cases it may be appropriate for band constables to be conferred special status in order that they may enforce minor Criminal Code and other offences in addition to band bylaws. The RCMP now claim that it is not necessary for band constables to be given both Supernumerary Special Constable status with the RCMP and provincial appointment as Special Constable in order to enforce the Indian Act. In fact, British Columbia band constables have only the provincial appointment.

Since enforcement of the Criminal Code and provincial statutes, to which all Indians are subject, is the responsibility of the provincial government, the major proportion of police service for bands must be provided by provincial forces. The location of reserves in the province is such that the OPP will be the operating force involved in most cases once our recommendations are implemented.

In the context of the foregoing we recommend that:

ORG. 4.1 The primary responsibility for policing Indian communities in the Province of Ontario rest with the OPP or other operating force within whose area a reserve lies.

ORG. 4.2 Band Councils continue to be responsible for enforcement of all bylaws which they enact. With the approval of the Ontario Police Commission, bands may utilize their local bylaw enforcement officers (band constables) to enforce minor criminal code or other offenses under the supervision of a regular force, for which purposes Special Constable status will be conferred on appropriate members.

Bands should contribute to local enforcement in a manner similar to other small communities in the province. Since they are not part of the municipal structure, it will be necessary to negotiate separately with bands on questions of level of service and costs. There is no structural vehicle which appropriately aggregates bands in order for this process to work on a larger than individual band basis. Since the provincial forces will be operating in a manner which reflects the fundamental government structure in the province, special provisions will be necessary to arrive at costs and level of service agreements with native communities.

We therefore recommend that:

ORG. 4.3 A proportion of the cost of policing reserves be paid by Band Councils, the amount to be determined at a level similar to that paid by municipalities in the province. Where appropriate funds are not available, negotiations should be carried out with the federal government to make such funds available to Band Councils.

The difficulties provincial forces have experienced in the past of acquiring an operative understanding of native culture, maintaining a focus on native communities equal to others, establishing presence and preventive programs on reserves, and recruiting native people, along with the problems outlined in the preceding paragraph, suggest special provisions are requisite to successful policing of native communities.

We therefore recommend that:

ORG. 4.4 An OPP officer be assigned to coordinate policing of reserves in each OPP District. This officer shall report to the District Superintendent, the position to be full or part time, or supported by assistants depending on number of reserves and native population involved in each OPP District.

The duties of the officer to include:

- visiting the reserves on a systematic basis;
- isolation of issues and seeking resolution in consultation with Band Councils and OPP commands;
- establishing and contributing to preventive programs on the reserves involving both bands and OPP personnel;
- assisting in recruiting native people as regular OPP force members;
- advising Band Councils on bylaw enforcement, security policing and roles of band constables in overall picture of policing for the reserve;
- acting as principal contact between the OPP and Band Council for establishing level of service and costing agreements.

These officers should:

- be experienced police officers;
- be specially trained and experienced in native culture and history;
- where experienced candidates are available, be of native extraction.

and further that:

ORG. 4.5 A central program be established to coordinate these district-level operations including such matters as overall evaluation of policing on reserves, establishing a forum for communication between districts, relations with provincial Indian associations, etc.

The success in the past of recruiting native people has been poor. Greater effort should be made to include native people in the forces, particularly where reserve policing is part of regular police duty. Special training programs should be carried out both to familiarize regular force members with native culture and policing problems, and to give native recruits extra training where needed to provide basic skills.

These recommendations, in our view, establish only a framework to improve police services provided to native communities. We recognize other work is being carried out by both levels of government involving bands in Ontario and encourage further development within this framework.

Policing of Waterways and Ports

The policing of waterways in Ontario has evolved into a condition of some confusion with respect to jurisdiction. Like other aspects of policing, e.g. drugs, a rapid growth in volume has taken place in recent years, necessitating greater attention and subsequent growth of services by police for Ontario waterways. The array of legislation relevant to waterways encompasses both provincial, Criminal Code and federal statutes. By and large, those provincial (e.g. Boating and Marine Regulations) and federal (e.g. Small Vessels & Boating Restriction Regulations) statutes related to the greatest growth categories (i.e. small vessels) provide authority for enforcement to peace officers and thus RCMP, provincial and municipal police are equally empowered to act. The larger presence of municipal and provincial forces in relation to the rapid growth in numbers of small vessels has naturally caused these forces to take a relatively greater proportion of the duty than the RCMP.

Nevertheless, the RCMP's continued presence is necessitated by virtue of those acts and regulations (e.g. Customs & Excise, Oil Pollution Prevention and Canal Regulations) which specifically outline their enforcement responsibility.

The Task Force has considered the problem in two dimensions. First, where does the appropriate balance lie in provision of service (i.e. presence) between the federal and provincial levels? This is not a question of jurisdiction but of effort and coverage. This aspect involves questions of federal/provincial relations and has been included in our general consideration of these matters under a separate section of this report. Second, given a certain provincial effort and coverage, how is the responsibility for it to be allocated between various municipal and OPP forces?

Our recommendations on organization will establish larger areas of jurisdiction for policing in the province. With the exception of King's Highways and provincial parks and certain central functions, we have recommended that the entire police duty be carried out by one operating force in the jurisdictions named.

Therefore, we recommend that:

ORG 5.1 The needs for waterway policing derived from provincial statutes and the Criminal Code as well as that portion of duties not carried out by the RCMP in respect of federal statutes, be provided throughout each area of jurisdiction by the force delivering the general police service in that area. With the approval of the Ontario Police Commission these duties may be performed for cities by other operating forces under contract with the city Board of Commissioners of Police.

Related to the waterway policing problems are the unique conditions associated with ports in Ontario. These include National Harbours Board Ports, Commission-operated Ports, Public Ports and Private Docks.

All are governed primarily by federal legislation and have, by and large, been treated by provincial police forces as if they were private property for which they only responded to occurrences brought to their attention. In most cases, this level of service has been satisfactory, and "private policing" has satisfactorily supplemented the basic policing services. There are, however, several Commission-operated ports which are of a size where very specialized and intensive policing may be required.⁴

Policing in these ports is land-oriented and focused upon security and controlled organized crime in connection with shipping. The criminal element is generally highly skilled in understanding the systems controlling the flow of goods through and between ports and requires that police are equally experienced in the port systems, operations, labour, facilities, cargo handling, etc., and coordinated between ports. It is further important that a balance be maintained between keeping police operations independent from port management and establishing a high degree of communication and support from management. The latter is necessary since often great pressures are brought to bear on management as a direct result of police actions which affect unions, tie up goods or ships during investigations, etc. General policing within Port Commission territories should be handled by municipal police and the port police should only focus on matters directly related to the port functions.

The port police duty requires, in addition to enforcing bylaws of the Commissions involved or Federal Ministry of Transport regulations, enforcement of the Criminal Code. The nature of the work, coupled with the broader importance to the Ontario community of controlling crime in Ontario ports, points up the need for fully qualified and empowered police forces for major ports.

We therefore recommend that:

ORG. 5.2 The Solicitors General of Canada and Ontario initiate a joint study to determine for ports the respective roles of public vs. "private" policing, and develop appropriate mechanisms to deliver police services for Commission-operated ports in Ontario.

⁴The Commission-operated ports are Toronto, Hamilton, Thunder Bay, Windsor and Oshawa. Sarnia and Sault Ste. Marie may eventually be operated by commissions but are currently operated by the federal Ministry of Transport.

CENTRAL STRUCTURES FOR POLICING IN ONTARIO

The Task Force has examined the principles of structure of government in Ontario as laid down by The Committee on Government Productivity. We endorse the concept of a ministerial system of policy direction and integration of delivery agencies. The basic delegation and division of operating responsibilities within the Solicitor General's Ministry into four delivery agencies (including the Public Safety Division) is also most appropriate to the balance of the delivery system of policing we have recommended in the province. The three agencies directly related to policing are:

The Ontario Provincial Police

The Ontario Police Commission

The Ontario Police Arbitration Commission.

We recommend that:

ORG. 6.1 The three agencies of OPP, OPC and OPAC continue to be responsible for operating in their respective delivery roles as referred to or outlined elsewhere in our recommendations. Each agency, through its chairman (Commissioner, in the case of the OPP) to report to the Solicitor General. The Ministry Office focus on policy development and integration as respects these agencies.

Organization of the Ontario Police Commission

The Ontario Police Commission has two major, quite different roles to play. One deals with the management of program administration and central support services and the other with quasi-judicial functions. We believe it is appropriate for the Commission to function in both these roles. However, a clear separation must be maintained in its organization structure between the executive side which deals with program management and the staff which supports the Commission's quasi-judicial activity.

Furthermore, our recommendations on Role and Personnel will significantly increase the duties of the Commission in regard to program management and support services.

We therefore recommend that:

ORG. 7.1 An Executive Director be appointed to head the administrative structure of the OPC which structure is to deal strictly with program management and central support services functions of the OPC.

and that:

ORG. 7.2 An Executive Secretary be appointed to head a small staff designed to support the OPC in its quasi-judicial functions.

In addition to increased program and central services duties the OPC will continue to have considerable duties of quasi-judicial nature. These duties will be increased since we have recommended that the OPC act as the appeal body in connection with agreements. These matters will involve consideration of appeals from all parts of the province. We believe that for these reasons the Commission should be expanded and have more full-time members. However, we also believe that the Commission must be limited in size if it is to function effectively and that therefore it cannot be comprised of members with a wide degree of representation.

We recommend that:

ORG. 7.3 The Ontario Police Commission be expanded to 5 members.

The Task Force considers that there are two kinds of centrally-operated services. First, there are those which by nature are only *support* to the individual forces in the province and do not involve direct delivery of police duties in the field. Second, there are those which are characteristically *operational* but centralized because they must involve provincial systems or are highly specialized. We believe that certain central support services can best be provided by the Ontario Police Commission for all forces in the province and that when central operational services are required they should be carried out by police.

Accordingly, we recommend that:

ORG. 7.4 The Ontario Police Commission provide all central support services for policing in Ontario and the Ontario Provincial Police execute centrally required operational police activities.

Considerable growth has been achieved in recent years by private security forces in the province. Their operations are governed under the Private Investigations and Security Guards Act currently administered by the OPP. The Task Force believes there is need for overall integration with regard to security force regulation in that:

- there is considerable relation to policing;
- expanded need, in terms of numbers, for assessment of qualifications of applicants to be licenced as security officers and investigators;
- additional requirements for granting special constable status;

- greater need for regulation of operations of security organizations with respect to uniforms and other aspects which establish their identity before the public;
- need for accreditation of courses offered for training in relation to minimum entrance requirements.

Furthermore, the nature of the administration of the Act is more regulatory than operational in nature, with the possible exception of specific security checks required for individuals or organizations operating in the field.

Accordingly, we recommend that:

ORG. 7.5 The responsibility for administration of the Private Investigators and Security Guards Act be made that of the Ontario Police Commission. When specific investigations are required with respect to individuals or organizations involved, the OPC provide guidelines to and utilize the police force within whose geographical jurisdiction the investigation is required.

Additional program and support services to be provided have been identified in our recommendations on Role, Personnel and Economics. We therefore recommend that:

ORG. 7.6 The OPC provide the following program support services to be organized in major sections under the Executive Director:

Ontario Police Personnel Development

- Recruiting
- Manpower Planning and Selection
- Ontario Police College
- In-Service Training
- Continuing Education
- Personnel Research

Police Research and Information

- Project Funding and Evaluation
- Information
- Research

Services

- Communications
- Consulting

Inspection

- Municipal and Provincial Police Inspectors
- Private Investigators and Security Guards

Ontario Provincial Police

The need for a central vehicle to provide support and central services, coordination and linkage to the provincial government for *municipal forces* in part necessitates the continued functioning of the OPC. The OPP, on the other hand, inherently has all these by virtue of its province-wide organization structure. The OPC has no direct operating functions and to be directly involved with the OPP would fundamentally change its current independence from force operations.

The linkage from forces is to elected bodies in all cases in the province. The nature of this linkage is to make forces responsible for overall way of operation to elected bodies but to maintain independence in day-to-day matters. In cases where a force operates entirely within local jurisdictions we have supported the establishment of Boards of Commissioners of Police to ensure this independence. In the case of the OPP, all of its local operations will be conducted through several agreements with councils of local governments. This fact, coupled with the existence of a provincial management structure, the Civil Service Commission and operation by the management team comprised of the appointed Commissioner, deputies and assistants, gives the OPP considerable assurance of independence from political interference. The balance suggests the most direct linkage to the legislature is appropriate, i.e. through the Solicitor General.

We therefore recommend that:

ORG. 8.1 The OPP continue to report to the legislature through the Solicitor General and be managed by the Commissioners' committee, composed of Commissioner ranks.

and further that:

ORG. 8.2 The Police Act be changed so that Clause 42-(2) reads: "Subject to the direction of the Solicitor General, the Commissioner has the general control and administration of the Ontario Provincial Police force and the personnel connected therewith."

The Ontario Police Arbitration Commission

Since the new Ontario Police Arbitration Commission has only recently commenced operations, we are unable to evaluate its work. In its formulation, provisions were built in to assess its operation from time to time and thus we have made no recommendations for it.

Criminal Intelligence

In following our terms of reference direction to "examine the division of responsibility in such areas as criminal intelligence services . . ." we included the solicitation of specific input from all those forces operating in Ontario who are members of the Criminal Intelligence Services of Ontario (CISO).

Our findings showed that criminal intelligence plays a vital role in individual force's fight against crime and that it is necessary for each force to actively operate a criminal intelligence function. Because intelligence by nature is gleaned from any and every source available, its correlation and dissemination must be carried out in the strictest confidence and used solely by and for the police in carrying out criminal investigations. Moreover, the cooperative use of criminal intelligence between accredited police forces forms a fundamentally important tool in dealing with organized crime. The inter-agency cooperation in supplying criminal intelligence is predicated on the mutual understanding of the nature of criminal intelligence and the security and confidentiality with which it must be dealt. Police agencies have either screened information provided or refused to provide any in cases where the security or independence of another agency was in doubt. The type and amount of information held by the intelligence branches in large police forces operating in Ontario is of the same order as that contained in central repositories across Canada.

Since our organizational recommendations on the delivery structure for policing in Ontario will establish in the order of 30 operating police forces, we believe all should participate directly in the operation of central intelligence functions instead of only the 25 (of 179) now doing so through CISO.

The importance of professional competence in the analysis and dissemination of intelligence suggests the staff of CISO include highly-experienced personnel.

The multi-force interest and contribution to the central repository is predicated on cooperation which, in our view, is enhanced when the service is organized and operated in a fashion perceived by each force as impartial to all forces. We consequently believe CISO operations can best be provided when organizationally and physically located on neutral ground.

In addition to intelligence operations by individual forces, there are situations where intelligence operations can best be carried out on a joint-force basis. Again, this is a cooperative effort between forces.

In summary, CISO should be:

- inclusive of all operating forces we have recommended
- operated neutrally with respect to individual forces
- highly secure
- studied to determine need of a 24-hour operation
- professionally staffed
- coordinative and non-directive as regards joint-force operations.

The constitution of CISO has evolved to recognize the foregoing. The present organization appears to be fulfilling the function for which it was organized. We believe that the government should continue to support the present program.

Federal/Provincial Jurisdiction, Coordination & Costs

Several matters have come to our attention regarding the federal involvement in policing in Ontario, including:

- duplication
- shifting share of responsibility and costs
- difficulties in coordination.

Duplication of effort arises out of the federal legislation which empowers peace officers to enforce it. The federal/provincial balance in effort shifts by virtue of the presence of the RCMP in relation to provincial and municipal forces. The federal government has not increased its allocation of resources to policing in Ontario in relation to the growth of occurrences in certain areas where it formerly provided a relatively higher proportion of the police service. Examples of areas where this occurs are in respect of protection of foreign embassies, the Food & Drug Act, Indian Act, and Canada Shipping Act. This has resulted in provincial and municipal forces assuming duties formerly provided by the RCMP. Coupled with this shift in effort is the lack of shift in cost sharing and the Task Force suspects that Ontario, as compared to other provinces where the RCMP police provincially under contract, is paying proportionately more for policing regarding enforcement of federal legislation. The trend continues.

The other area of concern has to do with the organization of the RCMP within the province. There are three divisions, O, A and D, to cover Ontario. Unfortunately, A and D involve Quebec and Manitoba respectively and D is headquartered outside the province. This structure inhibits coordination and establishment of uniform operational relations within Ontario between provincial and federal forces.

Accordingly, we recommend that:

ORG. 9.1 The federal and provincial Solicitors General establish a joint study to determine the level of service and cost sharing appropriate between federal and provincial levels as regards enforcement of federal legislation. This study should determine the need for structural solutions to problems of coordination of the federal force within Ontario and between RCMP and provincial forces.

Exhibit 1. SUMMARY OF ABSORPTION OF LOCAL FORCES INTO REGIONS OR OPP

	Pop. For Local Existing Forces**	Total** Population	Authorized Civilian Strength***	Authorized Police Strength***	Total Authorized Strength***
REGIONS					
Existing with Regional Force					
Metro Toronto	2,106,343	2,106,343	726	3,960	4,686
York	174,257	174,257	34	220	254
Waterloo(1973)	252,462	252,462	32	349	381
Existing with Partial Regional Force					
Niagara		337,292	53	430	483
Sudbury (Sept. 1973)		167,606	27	213	240
Existing without Regional Force					
Ottawa/Carleton		421,200			
Ottawa	290,203		80	542	622
Vanier	21,161		4	33	37
Richmond	2,086		—	1	1
Nepean	65,932		9	65	74
Gloucester	41,818		3	45	48
New Regions					
Peel		287,974			
Mississauga	173,789		22	213	235
Streetsville	7,403		1	9	10
Port Credit	9,940		4	14	18
Brampton	46,718		5	58	63
Chinguacousy	35,000		5	44	49
Halton		197,718			
Oakville	64,346		14	71	85
Burlington	90,810		4	81	85
Milton	7,207		1	11	12
Georgetown	17,668		2	25	27
Hamilton/Wentworth		396,157			
City of Hamilton	303,502		60	510	570
Stoney Creek	8,386		1	8	9
Saltfleet Twp.	19,622		1	22	23
Ancaster Twp.	14,922		5	13	18
Town of Dundas	17,186		5	20	25
Durham		219,121			
Cannington	1,128		—	1	1
Uxbridge	3,096		2	5	7
Pickering Twp.	30,623		3	29	32
Whitby	24,077		8	32	40
Oshawa	92,235		11	120	131
Bowmanville	8,862		—	11	11
Ajax	13,013		1	16	17

	Pop. for Local Existing Forces**	Total Pop. Excluding Cities**	Authorized Civilian Strength***	Authorized Police Strength***	Total Authorized Strength***
COUNTIES					
Brant		27,820			
Paris	6,500		1	9	10
Bruce		44,389			
Chesley	1,700		—	2	2
Kincardine	3,200		—	6	6
Port Elgin	3,283		—	4	4
Southampton	2,200		—	3	3
Tara	649		—	1	1
Walkerton	4,400		—	7	7
Warton	2,021		—	3	3
Dufferin		20,672			
Orangeville	9,200		2	11	13
Shelburne	2,000		—	3	3
Elgin		39,120			
Aylmer	4,800		—	7	7
Essex		101,020			
Amherstburg	5,600		2	7	9
Anderdon	4,734		—	6	6
Colchester South	3,500		—	4	4
Essex	4,400		1	6	7
Kingsville	4,500		—	5	5
Leamington	10,589		3	14	17
Mersea	5,675		—	3	3
St. Clair Beach	1,971		—	2	2
Sandwich West	13,128		5	13	18
Frontenac		37,578			
Grey		47,135			
Durham	2,455		—	2	2
Hanover	5,100		1	8	9
Meaford	4,011		—	7	7
Thornbury	1,250		—	1	1
Haldimand		30,970			
Caledonia	3,300		—	4	4
Dunnville	5,500		—	8	8
Hagersville	2,300		—	5	5
Haliburton		8,933			
Hastings		58,424			
Deseronto	1,849		1	3	4
Tweed	1,800		—	2	2
Huron		52,007			
Clinton	3,000		—	5	5
Exeter	3,309		—	4	4
Goderich	6,700		1	8	9
Seaforth	2,800		—	3	3
Wingham	3,000		1	4	5

	Pop. for Local Existing Forces**	Total Pop. Excluding Cities**	Authorized Civilian Strength***	Authorized Police Strength***	Total Authorized Strength***
Kent		63,410			
Dresden	2,372		—	4	4
Tilbury	3,831		1	6	7
Wallaceburg	10,342		1	20	21
Lambton		53,347			
Petrolia	4,000		4	6	10
Point Edward	2,700		—	5	5
Sarnia Twp.	6,000		1	8	9
Lanark		39,731			
Carleton Place	5,000		2	6	8
Perth	5,500		3	6	9
Leeds/Grenville		53,025			
Athens	1,100		—	1	1
Cardinal	1,840		—	2	2
Kemptville	2,500		1	3	4
Lennox/Addington		27,717			
Napanee	4,934		4	7	11
Richmond Twp.	2,696		—	1	1
Middlesex		56,134			
Strathroy	6,600		1	9	10
Norfolk		52,936			
Delhi	3,900		4	6	10
Norfolk County	52,936		4	4	8
Port Dover	3,348		1	7	8
Simcoe	10,800		6	16	22
Waterford	2,418		—	5	5
Northumberland		57,266			
Brighton	2,909		—	1	1
Campbellford	3,600		—	4	4
Cobourg	11,270		1	14	15
Hastings	950		—	1	1
Port Hope	8,819		—	11	11
Oxford		52,925			
Norwich	1,700		—	3	3
Tavistock	1,496		—	2	2
Tillsonburg	6,800		4	12	16
Perth		38,374			
Listowel	4,953		2	6	8
Milverton	1,200		—	2	2
Mitchell	2,500		—	4	4

	Pop. for Local Existing Forces**	Total Pop. Excluding Cities**	Authorized Civilian Strength***	Authorized Police Strength***	Total Authorized Strength***
Peterborough		32,411			
Havelock	1,400		—	1	1
Lakefield	2,251		—	2	2
Prescott/Russell		43,343			
Hawkesbury	10,000		1	12	13
Prince Edward		20,114			
Picton	4,786		1	8	9
Renfrew		64,147			
Arnprior	6,250		—	7	7
Deep River	5,661		—	7	7
Renfrew	9,009		1	12	13
Simcoe		119,509			
Alliston	3,150		—	5	5
Bradford	4,011		—	6	6
Collingwood	10,000		4	14	18
Innisfil	10,573		—	14	14
Midland	11,030		1	13	14
Penetanguishene	5,478		1	9	10
Port McNicoll	1,400		—	2	2
Stormont/Dundas/ Glengarry		48,733			
Alexandria	3,151		—	4	4
Chesterville	1,258		—	1	1
Victoria		35,064			
Lindsay	12,400		2	18	20
Wellington		47,782			
Fergus	5,352		1	6	7
Harriston	1,800		—	3	3
Mount Forest	3,100		—	3	3
Palmerston	1,900		—	3	3

	Pop. for Local Existing Forces**	Total Pop. Excluding Cities**	Authorized Civilian Strength***	Authorized Police Strength***	Total Authorized Strength***
DISTRICTS					
Algoma		31,344			
*Elliot Lake	8,545		1	12	13
Michipicoten	4,847		1	9	10
Cochrane		40,085			
*Kapuskasing	12,782		2	14	16
Smooth Rock Falls	1,200		—	3	3
Tisdale	7,920		4	12	16
Kenora		39,047			
Dryden	6,849		2	10	12
*Kenora	10,771		5	20	25
Manitoulin		6,898			
Nipissing		23,066			
Sturgeon Falls	6,524		1	8	9
Parry Sound		24,080			
Parry Sound	5,792		1	8	9
Rainy River		22,174			
Atikokan	5,841		1	9	10
*Fort Francis	9,543		5	20	25
Sudbury		18,968			
Espanola	5,668		4	7	11
Thunder Bay		27,247			
Marathon	2,339		—	4	4
Red Rock	1,859		—	2	2
Terrace Bay	1,756		—	3	3
Timiskaming		41,748			
*Kirkland Lake	14,758		2	17	19
McGarry	1,760		—	2	2
New Liskeard	5,700		1	6	7

	Population**	Authorized Civilian Strength***	Authorized Police Strength***	Total Authorized Strength***
CITIES				
Barrie	28,428	5	35	40
Belleville	35,157	10	59	69
Brantford	60,944	19	118	137
Brockville	19,732	3	29	32
Chatham	34,430	6	54	60
Cornwall	45,720	5	65	70
Guelph	61,382	12	87	99
Kingston	59,190	9	92	101
London	230,100	67	299	366
North Bay	47,599	11	64	75
Orillia	22,113	5	32	37
Owen Sound	18,021	1	30	31
Pembroke	15,875	3	19	22
Peterborough	57,313	6	99	105
St. Thomas	25,311	4	37	41
Sarnia	54,591	10	92	102
Sault Ste. Marie	77,968	22	104	126
Stratford	24,341	11	36	47
Thunder Bay	106,284	17	153	170
*Timmins (May, 1973)	42,000	5	56	61
Windsor	199,361	30	361	391
Woodstock	25,032	4	40	44

	Population**	Authorized Civilian Strength***	Authorized Police Strength***	Total Authorized Strength***
SEPARATED TOWNS				
Trenton	14,291	1	24	25
Smith Falls	9,353	1	15	16
Ingersoll	7,699	4	11	15
Prescott	5,112	—	9	9
Gananoque	5,134	1	8	9
St. Marys	4,557	1	7	8

*Options proposed under ORG. 1.4 and ORG. 1.5 recommendations

** 1972 estimated population

*** Dec. 31/72 figures, except as noted for Waterloo, Sudbury, and Timmins

PART II – RESOURCES FOR POLICING IN ONTARIO

ONTARIO POLICE PERSONNEL

ONTARIO POLICE PERSONNEL

INTRODUCTION

The single most important factor that determines the adequacy of police services in a community is the nature and quality of police personnel. Ontario has been particularly fortunate in having police forces of generally good quality which have been able to meet the policing needs of the community they serve.

In Ontario, there is one police officer for every 562 citizens. In total there are 13,700 police officers, 9,757 in municipal forces and 3,943 in the Ontario Provincial Police. These uniformed officers are supported by 2,644 civilians within the police establishment, 1,496 in municipal forces and 1,148 in the Ontario Provincial Police.⁵

The role of the Ontario police officer is difficult and growing in complexity. If Ontario police forces are to meet the diverse challenges of policing in the 1970's, the police establishment must continue to strive to select the best available personnel, and to effectively train and conscientiously develop these personnel. This section of the Task Force's report includes analysis and recommendations regarding: Personnel Selection and Training, Human Resource Development, Personnel Systems, and the role of the Ontario Police Commission as related to these subjects.

⁵Total does not include RCMP or special peace officers such as harbour and railroad police. The statistics are compiled as of December 31, 1972 by the Ontario Police Commission and the Ministry of the Solicitor General.

PERSONNEL SELECTION AND TRAINING

Quality of Police Personnel

The highest quality cross-section of personnel should be sought by police forces in Ontario and no legislation or regulations should preclude the selection of appropriate personnel.

The Police Act (General Regulation No. 32 – Qualifications) now states that:

“No chief of police, constable or other police officer shall be appointed to a police force unless he,

- (a) is a Canadian citizen or British subject;
- (b) is at least nineteen years of age and is not over thirty-five years of age plus the total number of years of previous experience in police work;
- (c) is at least five feet eight inches in height;
- (d) is certified by a legally qualified medical practitioner to be in good health, mentally and physically, and fit for duty as a member of a police force;
- (e) produces satisfactory proof of having successfully completed at least two years secondary school education or its equivalent; and
- (f) is of good moral character and habits.

The Task Force believes that each police officer in Ontario should be a Canadian citizen. At a minimum, each Ontario police officer should appreciate the heritage of Canadian law, understand some of Canada’s historical traditions, and swear allegiance to the country and the crown. Some police forces have actively recruited non-Canadian British subjects. We believe that the police profession in Ontario is sufficiently attractive. Through aggressive recruiting in Canada, there should be no difficulty in obtaining suitable candidates. Consequently, we recommend that:

PERS. 1.1 Every person to be appointed as a police officer in Ontario be a Canadian citizen.

The age of majority in Ontario is now 18 years. The Task Force suggests that individuals who have the right to vote, to hold public office, and to assume legal responsibility for contracts should be able to join the police force at the time they gain these rights. Since the effectiveness of most young police officers increases as they enter into their 20's, we support the general practice of cadet training programs. We specifically recommend that:

PERS. 1.2 Individuals be allowed to join Ontario police forces at 18 years of age.

In addition, there are individuals beyond the age of 35 years who would be excellent police officer candidates. Candidates contemplating a second career in police work may have backgrounds in other careers which could contribute new knowledge and attitudes. If individuals can meet minimum requirements, especially those of good mental and physical health, we suggest that they not be precluded from joining an Ontario police force. Specifically, we recommend that:

PERS. 1.3 Individuals over 35 years of age be considered as police officer candidates by Ontario police forces.

On occasion, the police officer is required to use physical presence or force to protect the citizen and himself. The Task Force recognizes that physical size is an important, but not the only determinant of an officer's ability to perform in these situations. Self defence and holding techniques could qualify individuals of smaller stature. We therefore recommend that:

PERS. 1.4 Individuals of lesser stature than five feet eight inches not be precluded from joining Ontario police forces.

Most police forces in Ontario insist that candidates have 20/20 vision. While good eyesight is essential to the performance of many police duties, eyeglasses can correct deficiencies. If this screening standard were applied to officers with several years of service, a large number would be lost from policing. Recent developments in corrective glass technology such as safety lenses and plastic contact lenses enable police officers to wear glasses with minimal danger. We recommend that:

PERS. 1.5 If a candidate has poor vision (not to exceed 20/40) and it can be corrected through the use of glasses, he not be precluded from joining any Ontario police force.

In recent years in North America, there have been a number of experiments to determine the relationship between a police officer's educational achievement and his performance. To date, the results have generally been inconclusive but suggest that up to a certain minimal level of education, there is positive correlation. One study suggested that university level graduates exhibit better performance as police managers. The Task Force believes that each Ontario police officer should have a certain minimal level of education and that each police force should attract officers to approximately reflect, above minimal standards, the educational makeup of the community. Therefore, we recommend that:

PERS. 1.6 Ontario police forces be encouraged to select recruits with varying educational qualifications including high school, college of applied arts and technology, and university.

As discussed in the "Police for a Modern Ontario" section of our report, there are indications that police forces staffed with a representative cultural and ethnic cross-section of the community are better able to fulfill their functions. With current working conditions and starting salaries, police forces in Ontario should be able to attract recruits, culturally and ethnically representative of Ontario's population. Accordingly, we recommend that:

PERS. 1.7 Recruiting strategies be devised by Ontario police forces to attract recruits who will bring the ethnic and cultural composition of their force into rough conformity with that of the community they serve.

There is conspicuous absence of reference to female police officers in the Police Act regulations. For example, the wording of General Regulation No. 32 (previously quoted) is such that it seems not to apply to female police officers. There is sufficient evidence now available from experience in Canada and the U.S., and particularly from two major forces in Ontario, that female police officers can perform police duties comparable to their male counterparts. In Ontario, practices and regulations regarding female police officers vary considerably. One major police force assigns female police officers to special duties and prohibits them from carrying firearms, whereas another major force assigns female police officers to regular duty without restrictions. The Task Force recognizes that there are conflicting viewpoints on the acceptability of women in police forces. Regardless of these varying viewpoints, we recommend that:

PERS. 1.8 Ontario police forces recruit police officers, both male and female, with equal opportunity for advancement for all members.

In summary, if the recommendations of the Task Force were to be accepted, the Ontario Police Act General Regulation No. 32 – Qualifications might be changed as follows:

“No chief of police, constable or other police officer shall be appointed to a police force unless the applicant,

- (a) is a Canadian citizen;
- (b) is at least eighteen years of age;
- (c) is certified by a legally qualified medical practitioner to be in good health mentally and physically and fit for duty as a member of a police force;
- (d) produces satisfactory proof of having successfully completed at least four years of secondary school education or its equivalent, or indicates through the selection process, knowledge and intellectual capacity at least equivalent to a high school graduate; and
- (e) is of good moral character and habits.

Recruit Selection

The approach should be to recruit not by minimum standard but by using a well developed selection process.

The changes we have proposed in minimum standards are to broaden the scope of eligibility. An effective screening process must be established for the evaluation of candidates to meet the objective of selecting the best available personnel.

This process would include definition of selection criteria by senior police administrators, means to attract a broad pool of manpower, thorough screening and final selection.

Accordingly, we recommend that:

PERS. 2.1 Minimum mandatory recruiting and selection procedures be developed by the Ontario Police Commission for all Ontario police forces.

PERS. 2.2 The Ontario Police Commission work with the Chiefs of Police and senior officers in each Ontario police force to assist them in adapting the minimum mandatory procedures to meet the force’s needs.

Although the recommended changes in the Police Act suggest that Grade 12 graduation is a desirable recruit qualification, we believe that individuals with less than Grade 12 should not be precluded from consideration. It is more important that a recruit have a knowledge base and intellectual capacity at least equivalent to an average high school graduate than he or she have a diploma. Therefore, we recommend as part of the minimum mandatory recruiting procedures, that:

PERS. 2.3 Each police force, in consultation with the Ontario Police Commission, establish a basic intelligence measure to be used in the recruit selection process.

In spite of rigorous selection procedures, individuals with inappropriate attitudes and/or seriously deviant behaviour may still be hired. In the past, extensive reference checks have been largely successful in identifying most inappropriate candidates. There are now available and in use, psychological techniques which can considerably improve this identification. Therefore, we recommend that:

PERS. 2.4 As part of the recruiting procedures, Ontario police forces be encouraged to utilize a qualified industrial psychologist in the screening process, either as part of the interviewing process or to administer and interpret tests that have the approval of the Ontario Police Commission and which have been developed in consultation with the individual police force.

In recent years much has been done in an attempt to develop psychological tests which will differentiate between top performers and sub-performers at the constable level. This work, when completed, could yield a capability of considerable use for the screening of candidates for policing. Consequently, we recommend that:

PERS. 2.5 The Ontario Police Commission initiate experiments related to the use of differentiating psychological testing in the selection process.

Post Selection Screening

In spite of a mandatory minimum screening process, there still will be a small proportion of recruits hired by Ontario police forces that will not make appropriate members. It is during the first few months of employment that a second critical decision should be made regarding the continued employment of a constable. At the present time, all municipal forces have an 18 month probationary period. It is claimed, in some cases, that the 18 month period is too short to effectively evaluate the probationary constable. This lack of ability to assess the probationary constable does not revolve around the short time period, but around the lack of attention to the evaluation of field performance by police supervisors and managers. Consequently, we recommend that:

PERS. 3.1 For municipal forces the probationary period for new recruits be 18 months as a police officer, and that both a constable and a police supervisor and/or senior police officer be given specific responsibility and accountability for evaluating performance and making recommendations related to continued employment of the recruit.

The Ontario Provincial Police, because of Ontario public service regulations, has a probationary period of only 12 months. Currently, individuals who have served 12 months in another department of the public service may enter the Ontario Provincial Police on a non-probationary basis. We therefore specifically recommend that:

PERS. 3.2 The appropriate legislation and regulations be amended to include a provision that when an applicant is accepted by the Ontario Provincial Police, that person must serve 12 months probation as a police officer regardless of any other period spent within the Ontario public service.

During the probationary period, each recruit will be required to spend at least 12 weeks at the Ontario Police College. During this period, and particularly after the new Ontario Police College facilities are completed, members of the staff will be able to observe and evaluate each recruit attending the college. This evaluation may identify for a trainee's force individuals who exhibit undesirable or desirable performance. The former would lead to remedial action or termination; the latter would aid a force in placing the individual to maximize his development and the utilization of special aptitudes. We therefore recommend that:

PERS. 3.3 The Ontario Police College be requested to provide formal reports on each recruit to that officer's police force, particularly for those recruits exhibiting exceptional (positive or negative) capabilities.

Very few forces in Ontario have defined the role of a police constable. This lack of definition is particularly confusing to the new recruit. Often new recruits do not know what is expected of them. In some cases, the expectations are formalized but not effectively communicated to the new recruit. In addition, many new constables receive no feedback as to the acceptability of their initial performance. Consequently, we recommend that:

PERS. 3.4 Formal performance reviews be conducted with the recruit at least once every 3 months during the probationary period.

and further that:

PERS. 3.5 Specific counsel be given to each recruit regarding his performance and behaviour, and that each recruit be required to acknowledge, through signing an evaluation form, that the evaluation and counselling has been conducted, and a copy supplied to him.

Consistent with the general principle of obtaining the best possible personnel, it is essential that no recruits with marginal or unsatisfactory performance records be retained within the force beyond the probationary period. Only recruits exhibiting satisfactory performance should be allowed to obtain permanent employment within Ontario police forces. Constables whose employment is terminated, should, as part of sound administrative practice, be granted an exit interview. However, we recommend that:

PERS. 3.6 Recruits who exhibit less than satisfactory performance be terminated from employment within an Ontario police force before the expiry of the probationary period without management having to show cause.

Recruit Training

It has been estimated by a number of Ontario police administrators that it takes up to five years to achieve proficiency as a constable. It has also been noted that some officers are civilians one day and on the street as police officers the next day. Although this does not now generally happen with larger urban forces, we recommend that:

PERS. 4.1 An Ontario Police Commission designed or approved orientation program be adopted by all Ontario police forces and this program be made mandatory for all recruits prior to assuming any policing responsibilities.

In Ontario, the Ontario Police College has provided formal police training to the vast majority of police constables. At the present time, it is not compulsory for a police constable to complete basic training at the Ontario Police College. Most police forces throughout the world have now adopted basic police training courses which provide the police constable with basic knowledge and skills. We recommend that:

PERS. 4.2 A basic police training course in two parts continue to be given centrally at the Ontario Police College.

PERS. 4.3 The Police Act be amended to include a requirement that every new police officer successfully complete the basic recruit training course within the probationary period.

Most basic recruit courses that the Task Force reviewed revolved around the traditional law enforcement theme. The Task Force has examined programs in the United Kingdom, the United States and Western Canada designed to improve the effectiveness of basic recruit training. These programs were designed to analyze the actual functions of the police officer and to set training objectives related to these functions. In Ontario little work has been done to date to define the actual functions of an Ontario police constable. The Ontario Police College basic recruit training course content and objectives have not been based on researched and validated functions of a contemporary Ontario police constable. We have some questions regarding the relevance of the current Ontario basic recruit course. Consequently, we recommend that:

PERS. 4.4 The Ontario Police Commission initiate a research project to examine current Ontario Police College recruit training objectives, to relate these objectives to the actual functions of the urban, suburban and rural police constables, and to design new objectives more appropriate to the actual functions performed.

No matter how relevant the formal training course may be, it is generally acknowledged that formal training only supplements the more valuable experience received on the job. A number of forces throughout the world employ highly trained personnel to ensure that a new recruit is properly trained on the job. In a program called the Parent Constable System by some forces in Ontario and the United Kingdom, a specially selected and trained constable is given the responsibility for the training and development of a probationary constable. We recommend that:

PERS. 4.5 Each probationary officer be assigned, for at least his first six months of employment, to a specially trained "parent constable" who would be responsible for the probationer's development and evaluation.

Like on-the-job training, a number of areas can be treated more effectively within the force than through formal training at a central college. An example would be a program to train the recruit in the use of administrative systems of a particular police force. We believe that one or two days per month of in-service training for recruits should supplement the formal training at the Ontario Police College. We therefore recommend that:

PERS. 4.6 The Ontario Police Commission develop model in-service recruit training programs to supplement Ontario Police College formal training and assist individual police forces to adopt such programs.

At the end of the probationary period, the police officer will have been exposed to orientation training, formal basic training, on-the-job training through a parent constable, and formal in-service training. A course is needed to pull together and review these training inputs, and to test the individual recruit's performance on key tasks. Moreover, after 18 months of training and experience, the officer will be in a better position to tackle the more complex and advanced material such as the use of police discretion, family crisis intervention, and team policing. We recommend that:

PERS. 4.7 A "Qualification" course be designed and conducted at the Ontario Police College and that this "Qualification" course be successfully completed by all Ontario police officers prior to becoming First Class Constables.

For some forces the ability to send constables on courses is inhibited because of the expense involved and the withdrawal of needed police personnel from the community. The burden of direct expenses of basic training should be lifted from the individual police force. We therefore recommend that:

PERS. 4.8 The Ontario Police Commission continue to fund the direct costs involved for attendance at the basic recruit and "Qualification" training courses including course fees, room and board and travel expenses, but excluding salaries and premiums.

Recruit Education

Training and education are two major but different aspects of development for probationary constables. Recruit training impacts directly on the development of professional police skills and on the ability of the officer to react to the needs of police work. Education does not make this direct impact. It has been argued, in fact, that education is not related to the successful performance of the policing job. The argument suggests that if a police officer is effectively trained, he need not understand the broad implications of his actions. On the other hand, the police officer is increasingly called upon to use more judgement in the exercise of his duties. To exercise this judgement he needs a broader perspective than that which professional training can give him. The police officer needs to know not only the law, but the objective behind the law, and the impact of invoking the legal process on individuals, on the criminal justice system, and on the community. He is increasingly exposed to rapid changes in society, changing values and changing standards of behaviour. He must be in a position to recognize these changes, understand them, and react to them. The socialization that can occur within a closed police environment can inhibit his ability to deal with change. Exposure to new ideas and people through education can help counteract these effects.

* * *

To provide probationary constables with a broader appreciation of police role in society, basic professional training should be balanced with some basic educational subject matter. At the minimum, the police recruit should be exposed to the functions of the various components of the criminal justice system and how these components impact on society and individuals. Therefore, we recommend that:

PERS. 5.1 A Basic Police Officer Educational Course⁶ be developed at the initiative of the Ontario Police Commission to cover subject matter such as the criminal justice system and its impact on society, plus elementary social and behavioural science.

Since one of the objectives of the course would be to bring the police recruit into contact with educators and non-police students, it should be developed in cooperation with non-police institutions. At the present

⁶Supplementing the basic introductory course given during the recruit course at the Police College.

time, some colleges of applied arts and technology and universities are underutilized and are anxious to obtain new students. We therefore recommend that:

PERS. 5.2 Police education centres be established in colleges of applied arts and technology and universities.

and further that:

PERS. 5.3 These colleges and universities be selected by the Ontario Police Commission.

The selected colleges of applied arts and technology and universities should be asked to develop a Criminal Justice System and Society curriculum for regular students. This curriculum would be a combination of the Basic Police Officer Educational Course given to police constables and more advanced courses in the social sciences. Options could be developed to stream students into policing, corrections, or the court systems. Students taking the policing options would be informed of the minimum acceptance standards under the Police Act for employment as a police officer and should be encouraged to investigate the specific requirements of those forces to which they intend to apply. The basic training given at the Ontario Police College and the Basic Police Officer Educational Course could count as semester credits towards the university or college of applied arts and technology diploma. We therefore recommend that:

PERS. 5.4 The Ontario Police Commission work with the selected colleges of applied arts and technology and universities to develop a curriculum in The Criminal Justice System and Society, designed for both full and part-time study.

Accreditation

While it will be mandatory that all police officers in Ontario complete basic training, they will not be required to complete the Basic Police Officer Educational Course. However, we believe each officer should be encouraged to complete this educational course and that such completion could be used as a factor in the promotional process both within and between forces. We recommend that:

PERS. 6.1 The Solicitor General, through the Ontario Police Commission, give formal recognition to those who successfully complete both the basic training and the Basic Police Officer Educational Course, by granting an Ontario Constable certificate issued jointly by the appropriate educational institution and the Solicitor General.

HUMAN RESOURCE DEVELOPMENT

In-Service Training

A recent survey by Ontario's Ministry of the Solicitor General indicated that there was an unsatisfied demand for in-service training in most forces in Ontario. Most police administrators give lip service support to the concept of in-service training. In practice, however, little effective in-service training is done in Ontario police forces. Several larger forces have formal programs which range from one lecture per month to a refresher course once every three to five years. Apart from these somewhat token efforts, little priority has been placed on the design of appropriate in-service training programs.

* * *

A change agent or catalyst is needed to ensure that effective in-service training occurs within Ontario police forces. Police Governing Authorities have not had enough detailed information to provide for the development of in-service training programs and many senior police administrators place in-service training low on their priority lists. We therefore recommend that:

PERS. 7.1 An extension of the Solicitor General's project on in-service training be initiated through the Ontario Police Commission to design model in-service training programs which would be presented to Police Governing Authorities and senior police administrators for analysis and implementation.

To support these in-service programs, resources from the Ontario Police Commission, the Ontario Police College, and operating police forces should be made available. Resource personnel would travel to the regional police education centres within the colleges of applied arts and technology or universities or directly to the individual forces to give special programs to police personnel. These programs may include such topics as new legislation and its effect on police activity, new police techniques like family crisis intervention and review of material previously presented in basic training or during previous in-service sessions. Therefore, we recommend that:

PERS. 7.2 An in-service "outreach" program be developed by the Ontario Police Commission to support in-service training activities throughout the Province.

and further that:

PERS. 7.3 Consulting assistance be made available to individual police forces by resource personnel from the Ontario Police Commission, the Ontario Police College and other authorized police training institutions to assist in the design and implementation of in-service training programs within each Ontario police force.

In order that effective in-service training be developed within each police force, it is not only necessary to design appropriate programs but also to develop the trainers. The necessary expertise might reside in a “parent constable”, in officers specially trained for on-going in-service programs, or in senior officers. We recommend that:

PERS. 7.4 The Ontario Police Commission be charged with the responsibility for developing training courses to train appropriate personnel within each police force as in-service instructors.

Police Specialist Training

The police profession develops within two streams toward either the highly trained specialist, or the multi-skilled generalist. Both streams need continuing advanced training. Although much can be given through in-service training programs, it is necessary from time to time to give officers concentrated courses to upgrade their skills in particular specialties. It is desirable to have these specialized courses given to a group of officers in a setting that isolates them from the demands of their day-to-day responsibilities. Specialized subjects typically include identification, traffic investigation, criminal investigation, white collar crime, community policing, etc. We recommend that:

PERS. 8.1 Specialized police training continue to be developed and conducted at the Ontario Police College.

In addition to courses for developing new skills, other courses should be designed to review and upgrade previously taught skills. We recommend that:

PERS. 8.2 Refresher courses continue to be developed and conducted at the Ontario Police College.

Specialist Rotation

In order to run an efficient modern-day police force, the Task Force recognizes that highly trained specialists are both necessary and desirable. There are, however, dangers in specialization. Individual police officers can be isolated from both the community and the mainstream of the force within which they serve. Police forces in Ontario should recognize the dangers of over-specialization and take steps to ensure that individuals maintain a balanced development. Specifically, we recommend that:

PERS. 9.1 Ontario police forces examine their career planning and development for specialists and institute, when appropriate, rotation programs to re-expose the police specialists to the mainstream of the force’s activities.

Continuing Education

One of the major challenges of personnel development will be to expose the practicing police officer and police administrator to concepts, practices, and people outside of the police system. Exposure to new and different ideas, concepts and people will impact on the practicing police officer's and the police administrator's ability to set more meaningful objectives and to adopt new methods and techniques to increase the effectiveness of policing in the community.

At the supervisory levels, individuals should be encouraged to expand upon the educational material covered in the Basic Police Officer Educational Course. A specific course, The Social Sciences and Policing, should be designed to give much more depth in social sciences than the Basic Police Officer Educational Course. It would be included as an advanced part of the curriculum of the previously mentioned Criminal Justice System and Society diploma course of study. With the basic recruit training, the in-service training courses, the Police Officer Educational Course, and The Social Sciences and Policing course, the practicing police officer would be well on his way to a college or university diploma. The college of applied arts and technology or university diploma could be used as a criterion in the evaluation of candidates for promotion both within and between departments. We recommend that:

PERS. 10.1 The Ontario Police Commission work with the colleges of applied arts and technology and universities to develop the advanced credit course, "The Social Sciences and Policing", as part of the Criminal Justice System and Society curriculum.

Basic supervisory training is best if it combines conceptual education with detailed technical police supervision. The emphasis at the first level of supervision should not be on complex motivational questions but on operational concerns including how to react to particular situations and how to schedule personnel. With this operational and professional emphasis, we recommend that:

PERS. 10.2 The basic supervisory course continue to be designed, developed and given by the Ontario Police College.

In administrative training for middle management,⁷ emphasis is better placed on the ability to ask the right questions, to analyze and to deal with basic personnel, management and motivational questions. Less stress needs to be given to standardized response to technical policing situations or to operational methodology. It is with this middle management group that many significant changes can be initiated. Therefore, it is essential that new ideas and technologies be introduced at this level. We believe that broad exposure to new ideas and technologies can best be achieved outside the police community. Consequently, we recommend that:

PERS. 10.3 The Ontario Police Commission work with the universities and colleges of applied arts and technology to develop administrative programs for police middle managers, using the best resource personnel available, both within and outside policing.

At the senior administrative level, much can be gained not only from an examination of managerial techniques and practices, but also from an interchange of ideas among senior police professionals. These two facets can best be achieved at the national level where the best resources from the academic and police world can be gathered to give senior administrative courses. We recommend therefore that:

PERS. 10.4 The Ministry of the Solicitor General of Ontario use its good offices to encourage the Ministry of the Solicitor General of Canada and its agency, the Royal Canadian Mounted Police, to expand its executive courses into a National Police College.

and that:

PERS. 10.5 In the interim period, the Ontario Police Commission, through the Ontario Police College, continue the senior administration course, but with increased use of external resources.

⁷Middle management refers generally to senior officers who are members of a police force of the rank of inspector or higher, but not including a chief of police or deputy chief of police.

Formal education courses can fulfill most of the need for upgrading managerial knowledge. However, these regularly scheduled formal programs should be supplemented by conferences, seminars or workshops on particular subjects of interest to police administrators. Subjects could include items such as new developments in team policing, the application of management-by-objectives technology to policing, the assessment centre (a new tool for selection of middle managers), and the role of a community service officer in a modern police force. Experts could be gathered from throughout Canada and the United States to interchange ideas, concepts, techniques, and technology. We recommend that:

PERS. 10.6 The Ontario Police Commission develop, fund and evaluate conferences, seminars or workshops for senior police administrators upon topics deemed to be of primary interest to these administrators.

PERSONNEL SYSTEMS

Career Development

A lack of career development programs can often result in slow promotional processes or in promotion of mediocre personnel. Lack of career planning can lead to mismatching of individuals' abilities to functions performed. These conditions are less prevalent in Ontario policing today than in the past, yet where they do exist, they discourage many qualified people from continuing in, or from initially considering, policing as a career.

The first step in effective career development systems is to ensure the availability of individuals who are medically fit to perform the duties of a police officer. In some cases, Ontario police officers are in less than the proper physical condition for performance of police work. Individual police officers should have access to physical education facilities and remedial courses so that they can maintain or improve their physical condition. Consequently, we recommend that:

PERS. 11.1 Ontario police forces develop physical education programs and arrange for appropriate facilities accessible to each officer.

It has become accepted practice in many industrial and governmental organizations to conduct annual medical examinations. These examinations help both individuals and organizations to protect their valuable human resources. Sound medical advice can, in some cases, prevent the loss of an individual through sickness or death. The Task Force believes that it is particularly important that police officers, because of the pressures and occasional physical stress in their profession, be aware of the state of their physical health. Accordingly, we recommend that:

PERS. 11.2 Ontario police forces be encouraged by the Ontario Police Commission to request that every police officer receive an annual physical examination by a qualified medical practitioner.

There is much in the Ontario policing system that inhibits effective career development. These factors include inflexible military type rank structures, centralized organization structures, lack of delegated responsibility to direct superiors for evaluation and development of individual officers, the lack of opportunity in terms of number of positions at the management levels, etc. There are, however, examples in North America where police forces have developed effective career planning and streaming systems. Some have been implemented without basic changes to traditional police organization structure; others have required major changes in organization and rank structure. We recommend that:

PERS. 11.3 The Ontario Police Commission design and fund an experiment with a medium sized police force in Ontario to create and implement a comprehensive career planning system.

We have emphasized that the highest quality police officers should be sought by police forces throughout Ontario. This principle applies equally to senior officer and command ranks. One way to help ensure that the best officers are in senior officer and command positions is to increase the mobility between forces. Open competition broadens the scope of opportunity for individual officers and enables them to more freely advance according to their ability. We therefore recommend that:

PERS. 11.4 Police Governing Authorities be encouraged by the Ontario Police Commission to conduct competitions open to candidates from any Ontario police force for all their senior officer and command positions.

We further recommend that:

PERS. 11.5 Consulting advice related to recruiting and selection procedures for these competitions be made available, where appropriate, by the Ontario Police Commission.

The criteria used for promotions vary widely in Ontario. Some forces rely only on time and service; others emphasize managerial competence and potential identified through formal and rigorous selection processes. In many cases, however, criteria for selection have not been defined or even examined. Promotion to a first level supervisor might be made on the basis of outstanding performance as a community constable. The characteristics that make a good community officer may or may *not* be those that would make a successful supervisor or administrator. It is essential that each police force in Ontario define each position and develop criteria upon which selection decisions can be based. There should be a formal selection process to ensure that the right candidate is selected for promotion and that potential candidates see the process as fair for all.

We therefore recommend that:

PERS. 11.6 Job descriptions be developed by Ontario police forces for specialist, supervisory, senior officer and command positions, and related selection criteria be developed for each of these.

The processes that can be used in selection are many and varied. These processes can include background and performance reviews, personal interviews, examination by interview boards, psychological appraisal, assessment centre appraisal, etc. We recommend that:

PERS. 11.7 Formal selection systems for specialist, supervisory, senior officer and command positions be adopted by each Ontario police force, and the systems be examined and approved by the Ontario Police Commission.

Formal training courses are available through the Ontario Police College or through colleges of applied arts and technology and universities related to most of the specialist, supervisory, senior officer and command positions. Each promoted officer should have the benefit of these formal courses. Therefore, we recommend that:

PERS. 11.8 Each police officer promoted to a new specialist, supervisory, senior officer or command position who has not attended the appropriate Ontario Police Commission approved course, be required to do so within 6 months of appointment.

We further recommend that:

PERS. 11.9 For courses given at the Ontario Police College or for those courses designated as “sponsored” by the Ontario Police Commission, the Ontario Police Commission continue to fund the direct cost including tuition, room and board and travel expenses, but excluding salaries and premiums.

Performance Evaluation Systems

It is extremely difficult to develop an effective performance evaluation system for police personnel, particularly at the constable level. Much of police work is done in the community where it is not easy for police managers to observe and meaningfully evaluate performance. In addition, expectations are hard to define and quantify meaningfully to the individual constable. If within the organization structure, there is no clearly delegated responsibility for assessment, effective performance evaluation often doesn't take place. Performance evaluation is, however, necessary and valuable for both the individual and the police force. A well done performance evaluation can lead to a more satisfied and effective police constable. We recommend that:

PERS. 12.1 Formal performance evaluation be conducted with each police officer in Ontario at least once per year, and that this evaluation be discussed with the police officer and a signed copy be given to that individual.

We also recommend that:

PERS. 12.2 Personnel from the Ontario Police Commission provide consulting assistance to forces, when appropriate, to develop meaningful performance evaluation systems.

We further recommend that:

PERS. 12.3 An experiment be designed and funded by the Ontario Police Commission to develop and implement a performance evaluation system for a medium sized Ontario police force, based on management-by-objectives technology, drawing on the experience of other police agencies.

THE ONTARIO POLICE COMMISSION

The Ontario Police Commission has a delicate role to play in development of appropriate personnel resources for policing in Ontario. The role ranges from quality control backed by legislation, to providing consulting services.

Organization

A new structure for personnel services within the Ontario Police Commission must be created and staffed. The personnel in this area must be of sufficient stature and ability to gain acceptance from the forces of Ontario. We therefore recommend that:

PERS. 13.1 The new position of Director of Ontario Police Personnel Development be established within the Ontario Police Commission.

also that:

PERS. 13.2 The Director of the Ontario Police College report to the Director of Ontario Police Personnel Development.

and further that:

PERS. 13.3 The following functions be assigned to the Director of Ontario Police Personnel Development:

Recruiting — to assist forces to improve recruiting methods and oversee adoption of approved recruiting and selection processes within each Ontario police force.

Manpower planning and selection — to provide assistance to forces to design and implement better career planning and promotional systems and assist police forces to design and conduct competitions for senior officer and command positions.

In-service training — to develop models for in-service training programs, to assist individual police forces in Ontario to implement in-service training programs, and to design "outreach" programs to provide personnel for these programs.

Continuing education — to oversee the design and teaching of courses in universities and colleges of applied arts and technology, and develop conferences, seminars and workshops for police administrators in Ontario.

Personnel Research — to design and evaluate experimental projects for Ontario police forces and provide a source of information on new personnel practices developed in Ontario, in Canada, the rest of North America and Europe.

Exhibit 2.

COMPARISON OF POPULATION, POLICE BUDGETS, AUTHORIZED POLICE STRENGTH, & CIVILIAN EMPLOYEES

	1972 Population 6,274,492	1972 Policing Budgets \$162,356,740	1972 Authorized Police Strength 9,757	1972 Civilian Employees within Police Dept. 1,496
Metropolitan Toronto	2,106,169 33.6%	\$67,539,552 41.6%	3,960 40.6%	726 48.5%
Major Cities ¹	1,027,169 16.4%	\$27,498,328 16.9%	1,712 17.5%	237 15.8%
Urban & Suburban ²	1,979,304 31.5%	\$40,814,239 25.2%	2,546 26.1%	327 21.9%
Small Municipalities ³	649,075 10.3%	\$14,899,413 9.2%	889 9.1%	119 8.0%
Regions ⁴	512,138 8.2%	\$11,605,208 7.1%	650 6.7%	87 5.8%

SOURCE: Ministry of Treasury, Economics and Intergovernmental Affairs, 1968-1972, Annual Financial Report of Municipalities; Ontario Police Commission 1972 Budgets — Annual Report.

¹Major Cities: Cities of Hamilton, Ottawa, London and Windsor.

²Urban & Suburban: All municipalities over 15,000 population excluding Metropolitan Toronto and major cities.

³Small Municipalities: All municipalities under 15,000 population maintaining their own police forces.

⁴Regions: York and Niagara regions.

THE ECONOMICS OF ONTARIO POLICING

THE ECONOMICS OF ONTARIO POLICING

INTRODUCTION

Policing is an expensive service. In 1972, policing services in Ontario, excluding private policing and the RCMP, cost Ontario taxpayers in excess of \$200,000,000. Expenditures for municipal police services are a significant and growing portion of total municipal expenditures. In 1972, policing expenditures accounted for in excess of 12.5% of total municipal expenditures excluding education. The comparable figure for policing expenditures in 1968 was less than 11%.

There are various reasons for the growth in Ontario policing expenditures. An important factor is the continuing increase in demands for police services. Ontario society has changed significantly in recent years. These changes have caused increased and/or new demands on Ontario police forces. Factors include:

- urbanization — more frequent and perhaps more volatile domestic disturbances;
- white collar crime — increased and more complicated investigations;
- permissive society — more calls for service to control victimless crime;
- drug culture — both soft and hard drugs available throughout Ontario, requiring police surveillance and law enforcement;
- family — both youth and women growing factor in crime, leading to increased preventive and enforcement activities.

In addition, increased demand has come from other factors such as new legislation, increasing court time, increased number of vehicles, increased tourism, and less presence of Federal forces relative to Ontario forces. The Task Force believes that the demands for service will continue to increase in the future.

However, the major cost component in police expenditures is salary and other directly relatable personnel expenses. Policing is, and will continue to be, personnel-intensive. Pressures for increased salary and better benefits will continue. Therefore, the costs of policing will continue to escalate. In fact, this cost escalation might outstrip both the municipalities' and the Ontario Government's ability to adequately finance police expenditures. If so, major shifts may be forced in government spending priorities, or constraints will have to be imposed on policing expenditures. The latter could place pressures on Ontario policing that would preclude the continuation of the level of service that Ontario currently enjoys. This potential crisis in police financing is one of the critical issues facing Ontario policing.

In this section of our report, we intend to present background on the economics of Ontario policing, the issue of a potential crisis in the financing of police services, recommendations to help alleviate the crisis in the financing of police services, and recommendations on fiscal strategy.

ONTARIO POLICING COSTS

Cost Escalation

Expenditures for Ontario policing services have escalated dramatically from 1968 to 1972. Total costs have risen from \$125,603,000 in 1968 to \$229,304,000 in 1972 (Exhibit 3). This represents an increase of 82.5% (a compounded yearly increase of 16.4%.) Expenditures for municipal police services have risen proportionately higher than expenditures for the Ontario Provincial Police. During the time period 1968 through 1972, municipal policing expenditures rose 85.8% (a compounded yearly increase of 16.8% — Exhibit 4) and Ontario Provincial Police expenditures rose 75.1% (a compounded yearly increase of 15.3% — Exhibit 5).

This dramatic increase in the cost of policing services has applied to all types of municipalities (Exhibit 6).

Reasons For Cost Escalation

The 85.8% increase in municipal expenditures for policing services is highly personnel-related. A major factor has been salary increases. In the period 1968 to 1972, the salaries of all police officers increased substantially. A representative sample of this increase at the first-class constable level indicates that salaries have risen 53.6%.

A second factor has been increases in police authorized complement related to population growth. From 1968 to 1972 the population of Ontario receiving municipal policing rose 8.9%. Municipal police forces have added to their forces accordingly.

A third factor is the increase in the police/population ratio. Municipal forces have added proportionately more officers to their complement than the population increase. There has been a significant increase in the number of police officers compared to each 1000 of population — 1.40 police officers per 1000 population in 1968 vs. 1.56 police officers per 1000 population in 1972. (Stated differently, in 1968 there was one municipal police officer per 715 of population as compared to one police officer per 643 population in 1972.) This increase represents an 11.1% increment.

In addition to the salary increases, the population increase and the increase in the number of police compared to population, other factors have contributed to the escalation of police costs. These factors include additional fringe benefits, increased overtime as a result of negotiated improvements in working conditions, and other increased operational and administrative expenses. These other factors represent an additional 12.2% increase in expenditures (Exhibit 7).

The above analysis indicates that at least 90% of the escalation in municipal policing expenditures from 1968 to 1972 relates to two personnel factors. The first is increases in salary, overtime payments, fringe and pension benefits. The second is the increase in the number of police officers both to coincide with the increase in population and to increase the number of police officers per 1000 of population.

Policing Expenditures, Other Municipal Services, And Equalized Assessment

Expenditures on all municipal services have risen significantly since 1968. Expenditures on police services have, however, increased proportionately greater than other services. For example, during the 1968 to 1972 period, police expenditures rose by 85.8%, whereas expenditures for general municipal and administrative services rose only 60.1% and municipal revenue fund expenditures, which include education and general municipal and administrative expenditures, rose only 45.3% (Exhibits 8 and 9).

Municipal policing is financed largely through municipal taxes. In 1973 the Ontario provincial government will subsidize directly and indirectly less than one quarter of policing costs. The remaining costs will be borne by the municipalities. One measure of a municipality's ability to finance policing services is its total equalized assessment. During the time period 1968-1972, however, total equalized assessment increased only 42.3% compared to the 85.8% increase in policing expenditures. If equalized assessment can be used as a measure of a municipality's ability to pay for municipal services, most Ontario municipalities were less able to finance policing expenditures in 1972 than they were in 1968.

Looking at police expenditures and equalized assessment in another way, municipal police expenditures per \$1,000 of equalized assessment has risen from \$2.11 in 1968 to \$2.71 in 1972 — an increase of 28.4%. By type of municipality, the major cities of Windsor, London, Hamilton, and Ottawa are carrying the heaviest financial burden as measured by police expenditure per \$1,000 of equalized assessment. On the other hand, the two regions of York and Niagara appear to be carrying the least average burden as measured by this same factor (Exhibit 10).

A POTENTIAL CRISIS IN FINANCING POLICING SERVICES

Expenditure Projections

An analysis of trends indicates that the costs of policing have risen at an annual rate, from 1968 to 1972, of 16.4% for all Ontario policing and 16.8% for municipal policing. In the municipal policing area, projections prepared both by the Task Force and by the Ministry of Treasury, Economics and Intergovernmental Affairs suggest that the annual compound growth rate for policing expenditures will not fall below 13.5% from 1973 to 1975. Further projections by the Task Force suggest that this increase in expenditures may not fall below 11.5% before the end of the decade.

Taxation Base

The ability of municipalities to pay for these services is not growing at a comparable rate. The Ministry of Treasury, Economics and Intergovernmental Affairs projects that equalized assessment will grow at a rate of between 4 and 5 percent per year over the next five years. In addition, the Ministry suggests that for most municipalities the limit to the raising of the mill rate has either been reached or is close to being reached. The broader tax base at the provincial level will also face major constraints in generating new taxation revenues. The Ministry of Treasury, Economics and Intergovernmental Affairs suggests that few new taxation vehicles are available. The Ministry projects a substantially constrained provincial taxation growth of 7 to 9 percent per year over the next five years. The conclusion to be drawn from the above is that there are *not* readily available funds to sustain the current and projected expansion of police expenditures.

The Crisis in Financing Police Services

There is, therefore, a very real potential crisis in financing municipal policing services. This crisis could result in the imposition of constraints to growth.

In order to explore the implications of this potential financial crisis, the Task Force projected current trends in policing expenditures to 1980 and compared this projection to a similar analysis of police expenditures with the imposition of economic constraints. This comparison suggested that by 1980 policing costs could exceed the taxpayers' ability to pay for the services by at least \$55,000,000. If this \$55,000,000 were converted to number of constables, Ontario municipal police forces would be short of their requirements in excess of 2,000 constables by 1980.

This potential crisis is of great concern to the Task Force. Ontario has enjoyed an excellent level and quality of policing. The imposition of economic constraints could inhibit the ability of Ontario municipal police forces to maintain and improve the level and quality of services. It is the conclusion of this Task Force that members of the police community in Ontario must anticipate the imposition of these constraints and plan to take action now and in the near future that will allow policing service levels to be maintained and improved.

There are many courses of action that police forces in Ontario can take in anticipation of these constraints. Our related analysis and recommendations follow.

ECONOMICS AND CHANGE

Focus on Economics

In the many briefs that were submitted to the Task Force, no issue was presented more frequently or as forcefully as the various aspects of the financial issue. It was suggested to the Task Force that the issue of financing police expenditures was one that was not fully understood by, certainly the public, some members of municipal councils, many members of Police Governing Authorities and a significant proportion of senior police officials.

We therefore recommend that:

ECON. 1.1 Individual analyses for each Ontario municipal police force be developed and released to each Police Governing Authority by the Ontario Police Commission in conjunction with the Ontario Ministry of Treasury, Economics and Intergovernmental Affairs and include:

- An analysis of each municipality's municipal police expenditures from 1968-1972;
- An analysis of each municipality's general municipal and administrative expenditures and revenue fund expenditures from 1968-1972;
- An analysis of the growth of equalized assessment from 1968-1972;
- A comparison of these expenditure patterns and comparisons with police forces of similar size and character.

ECON. 1.2 The Ontario Police Commission continue to release such analyses for each municipality to the Chairman of the Board of Commissioners of Police or Council on an on-going, annual basis.

The release of the above information should serve to stimulate the awareness of problems related to the economics of municipal policing. The information, however, will be historical. The focus should and must be on the future. Expenditure analysis should emphasize forward planning and action.

We therefore recommend that:

- ECON. 1.3** The Ontario Police Commission, working in conjunction with the Ministry of the Solicitor General and the Ministry of Treasury, Economics and Intergovernmental Affairs, prepare a planning format to assist each municipal police force to plan policing expenditures and activities for a five year period into the future.
- ECON. 1.4** Each municipal police force be required by the Ontario Police Commission to project policing expenditures over the next five years, consistent with this format.
- ECON. 1.5** Aggregate projections be prepared by the Ontario Police Commission, and working in conjunction with the Ministry of the Solicitor General and the Ministry of Treasury, Economics and Intergovernmental Affairs, target expenditure levels be developed for all Ontario police forces and projected over the next five year period.
- ECON. 1.6** The Ontario Police Commission analyze the five year projections of each municipal police force, and compare them to the target expenditure levels to identify those police forces where major productivity improvements must be achieved.
- ECON. 1.7** The Ontario Police Commission be given the mandate to bring these productivity improvement discrepancies and challenges to the attention of the appropriate Police Governing Authorities.

Human Resource Utilization

We have shown that the costs of police services are highly personnel-related. Most police forces in Ontario incur in excess of 85% of their costs as direct personnel expenses, i.e. salary, overtime payments, and fringe benefits.

This fact emphasizes the importance of fully utilizing the human resources employed in policing. The constable-centred management style outlined in our report on "Police for a Modern Ontario" is of major importance in achieving productivity in policing. As well, our recommendations under "Ontario Police Personnel" related to recruiting, training, education and personnel systems are essential.

Salary Systems

Police representatives on the Task Force are of the firm opinion that matters relating to police salaries and the manner in which they are determined do not fall within the jurisdiction of this Task Force because:

- (a) Collective bargaining was not specifically mentioned in the terms of reference of the Task Force;
- (b) Collective bargaining is the lawful responsibility of the respective Police Governing Authority and Police Association; and
- (c) The Ontario Government proclaimed new legislation, subsequent to the establishment of the Task Force and its guidelines, which established new collective bargaining procedures including conciliation, the Police Arbitration Commission, and the appointment of a full-time arbitrator.

However, the consensus of opinion within the Task Force is that this matter rightfully falls within the Task Force jurisdiction. Accordingly, we state and recommend as follows.

In Ontario, police salary systems have traditionally been directly related to the rank system. Although some forces offer additional service pay, there is little use of concepts such as merit pay and there is very little monetary reward for education or training accomplishments. The major components of police costs are salaries and related fringe benefits. It is estimated that police personnel expenditures range from 85% to 95% of the total cost of operating a police force in Ontario.

Salaries, fringe benefits and working conditions are the prime subjects for negotiation between the various police associations and Police Governing Authorities. The focus traditionally is at the constable level. Unlike Quebec, Ontario does not publish guidelines for use by various Police

Governing Authorities based on the size of the force and type of position. The newly established Ontario Police Arbitration Commission, when fully operational, will be in a position to supply both the Police Governing Authorities and the police associations with this type of statistical information.

When rank basis is the predominant factor in determining pay levels it inhibits the differentiation between different levels of responsibility and between different levels of performance. It will, however, be difficult to effect change in this area. Therefore, we recommend that:

ECON. 1.8 The Ontario Police Commission, in consultation with, and with the approval of, the respective Police Governing Authority and Police Association, fund an experiment with a medium sized Ontario police force for the purpose of designing a system of merit pay, over and above basic salary, which will adequately recognize and compensate police officers for additional responsibility and for exceptional performance or achievement.

Services Redefinition

In the "Police for a Modern Ontario" section of our report, the Task Force recommends "That police forces develop a balance among the functions of response, referral, prevention, public education, crime solving and law enforcement which reflects the needs of each community in terms of the objectives of crime control, protection of life and property, and peace and order". The crisis in financing Ontario policing will force the insertion of not only effectiveness, but also cost criteria into the development of appropriate functions or services by most police forces for the community that they serve. There are services performed now by police forces which may be better or more economically performed by non-police agencies.

Therefore, we recommend that:

ECON. 1.9 Police Governing Authorities be encouraged and assisted by the Ontario Police Commission to define individual municipal police force goals and to prioritize services related to these goals.

ECON. 1.10 Police Governing Authorities be encouraged to examine these goals and related prioritized services to identify those services that might be performed more effectively and/or more efficiently by:

- other components of the criminal justice system;
- other community service organizations;
- private policing or security agencies;
- members of the community itself.

Specifically, we recommend that:

ECON. 1.11 Bylaw enforcement officers be employed to replace police officers in the enforcement of municipal bylaws.

ECON. 1.12 These bylaw enforcement officers be employed within agencies other than police forces.

ECON. 1.13 Individual municipal police forces examine the cost-effectiveness and propriety of such police services as:

- transporting prisoners;
- transporting mental patients;
- serving summonses;
- serving motor vehicle operator licence suspension notices;
- confiscation of suspended licence plates;
- issuing licences and enforcing licencing bylaws;
- other duties equally inconsistent with police responsibilities and functions;

and that

Representation be made to individuals, organizations and institutions to transfer such services as appropriate.

The foregoing services could be more economically provided by other agencies and have been isolated for this reason as well as because we question their relevance to the police role. There are, however, certain other services currently provided by Ontario police forces that should not be part of the police role regardless of the economic justification. We refer specifically to certain functions performed by Ontario police officers in the courts. Police officers, uniformed or in civilian dress should not serve as court clerks or as prosecutors. Accordingly, we recommend that:

ECON. 1.14 The Ministry of the Solicitor General encourage the Ministry of the Attorney General to obtain personnel to replace police officers as court clerks, prosecutors and attendants.

ECON. 1.15 Within 3 years no Ontario police officers be allowed to serve as court clerks, prosecutors or attendants.

Civilians

In recent years, many forces in Ontario as well as forces throughout the world have made increased use of civilians within the police service. Civilians have been used to operate communications rooms, for specialized duties such as operations research, and in Europe, even to head up criminal investigation functions.

Ontario police forces have made significant steps in effectively utilizing civilian personnel. There continue to be some cases however, where fully trained constables and senior police officers are performing stenographic or file clerk duties. In most cases, Ontario police forces recognize that certain duties can be more economically performed by civilian employees. In addition, some forces recognize that certain civilians should and must be hired to obtain expertise which is not likely to be developed from within. This expertise may, in fact, cost considerably in excess of alternatives within the police force, but nevertheless yield more economical returns.

The use of civilian personnel does vary considerably from force to force. The portion of civilians in each Ontario city force ranges between 3% and 23% of total respective complement.

We therefore recommend that:

- ECON.1.16** The mix of civilian versus sworn personnel be critically examined by each Ontario police force to assess the optimum balance based on both cost and effectiveness criteria.
- ECON. 1.17** The Ontario Police Commission be given a mandate to assist municipal police forces in this process by participating in the analysis and by co-ordinating a flow of ideas and information on practices between individual forces.

Public Education

Earlier in the report, the Task Force has defined public education as an important part of the police role. We have included additional comments and recommendations here because we believe a stronger approach can, in the long term, yield economies in the realization of the broader objectives of policing. We view public education as the function of informing the public about the law and its application and about criminal activity. There are however, two primary educational functions that warrant increased attention from Ontario police forces. The first area involves new legislation. Much new legislation impacts on policing, ranging from new laws, such as the current controversial capital punishment legislation, to the design and passing of local bylaws. In many cases, legislation impacts dramatically on police activities. The new Bail Reform Act, for example, significantly increased the workload of many police officers in Ontario.

Also, although not legislative in nature, municipal plans for street layout and street lighting may make the individual officer's tasks easier or more difficult. Building codes can also hinder or assist police officers in the performance of their duties. Minimum standards for door locks in high rise apartment buildings and the application of the newly published "defensible space" architectural design concepts, can significantly alleviate police problems.

We therefore recommend that:

- ECON. 1.18** Police position papers be actively prepared by the Ontario Police Commission and used to facilitate appreciation and evaluation of the police point of view regarding the impact of legislation on police activities.
- ECON. 1.19** Municipal forces be encouraged to participate in the design or change of bylaws that will impact on the police role.
- ECON. 1.20** An appropriate member of each police force participate in municipal planning committees to ensure that the police point of view is presented and considered in the planning process.

Policing Techniques and Technology

In the past decade, and particularly within the last five years, considerable experimentation and innovation has occurred in policing throughout the world. In the United States, literally billions of dollars have been spent on attempts to improve policing services. In many other countries of the world, including those which the Task Force visited — England, France, Holland, Italy, Germany — less elaborate, but as innovative and effective experiments are also being conducted. The experiments and practices outlined in the “Police for a Modern Ontario” section of this report identify but a few of the new practices being conducted throughout the world. To date, Ontario has not taken full advantage of these experiments and new practices. The Task Force believes that much can be gained by an examination of these experiments.

We therefore recommend that:

ECON. 1.21 A new position, Director of Police Research and Information, be established in the Ontario Police Commission with the following responsibilities:

- to examine and analyze new police methods, systems and technologies such as team policing, management information systems, industrial engineering and operations research;
- to examine and analyze new equipment such as communications hardware systems, helicopters, burglar alarm systems, electronic surveillance devices etc.;
- to examine and analyze new innovations in human resource utilization;
- to initiate, fund, design and evaluate experiments and innovations in police methods and technology for Ontario;
- to disseminate the results of these experiments and to encourage the introduction of new procedures and technologies within individual police forces in Ontario;
- to exchange information with other police research agencies and to avoid duplication of effort.

During the past decade many attempts have been made to more precisely measure police output and productivity. Crime statistics have been rejected by many forces as a valid measure of police effectiveness. The Task Force concurs and suggests that crime statistics measure only a portion of police output. There are, however, new measures of police productivity under development. Notable examples are the measures developed by the National Commission on Productivity, Police Advisory Group in the U.S.A. and in community-based management-by-objectives team policing here in Ontario.

We therefore recommend that:

ECON. 1.22 The Director of Police Research and Information be charged with the responsibility to examine new output or productivity measures and to adapt these measures for use by Ontario police forces.

We further recommend that:

ECON. 1.23 When these output or productivity measures are developed, each Ontario police force be required to use these measures in their planning process and in standardized reporting to the Ontario Police Commission.

IMPLEMENTATION AND CHANGE

The economics of Ontario policing and the financial crisis outlined earlier in this report will force changes in the policing system in Ontario. Change, however, will not be easy. Ontario policing has a proud tradition. Much of this tradition has been built into a police culture that is self-perpetuating. The military tradition, for example, is not just an organizational structure. The system involves many practices and attitudes that have become part of the individual police officer's way of life. It will be particularly difficult for police constables, supervisors and senior police officers of long tenure, to adapt to basic organization changes implied in the constable-centred management system.

Change Agents

There are many potential agents of change within the policing environment. These include organizations such as the Ministry of the Solicitor General, the Ontario Police Commission, the Police Governing Authorities, Associations of Chiefs of Police, and the Police Associations. As well, personnel systems, training and human resource development programs, structural reform in local governments, and public attitudes will be important agents for change (Exhibit 11). Two components, however, merit specific mention — the Ontario Police Commission and Police Associations.

The Ontario Police Commission

The Ontario Police Commission will play the central catalytic role in helping to effect changes within Ontario municipal police forces. There are substantial implications to the expansion in role for the Ontario Police Commission. The Ontario Police Commission will require a new orientation. New people and viewpoints must be introduced into the organization. The highly competent personnel currently in the Ontario Police Commission will be complemented by the addition of these new personnel. Considerable care should be given to the selection of these new people to ensure that new and different points of view and attitudes are brought into the Commission. This implication suggests that new personnel should come from both within and outside of Ontario policing circles.

In order that the Ontario Police Commission become an effective change agent, the Ministry of the Solicitor General and certain other Ontario Ministries, such as the Ministry of Treasury, Economics and Intergovernmental Affairs, will be required to give their full support in helping to prepare the Ontario Police Commission for its broader role. Specifically, the Ministry of the Solicitor General will be asked to provide the expanded mandate for the Ontario Police Commission, both through amended legislation and organizational support. In addition, increased funds will be needed to finance expanded Commission activities and new support personnel.

Specifically, we recommend that:

ECON. 2.1 The Ontario Police Commission be given the full support of the Ministry of the Solicitor General to be the prime catalyst in the change process within the Ontario municipal police system.

ECON. 2.2 Additional funds be allocated to the Ontario Police Commission from the Ministry of the Solicitor General to allow the expansion of activities and the recruitment of new personnel within the Ontario Police Commission.

Police Associations

Police Associations in Ontario have played an active role in fostering the development of Ontario policing as a profession. Briefs submitted to the Task Force by various Police Associations suggest that these associations plan to continue their efforts to help improve policing services and to promote policing as a profession.

Many of the changes recommended by the Task Force will directly affect individual police officers. Without the full cooperation of the individual police officers and their associations many of the recommended changes will not be effective. The Task Force anticipates a continuing positive role of Police Associations in the maintenance and improvement of police services in Ontario.

However, to help ensure their cooperation, we recommend that:

ECON. 2.3 Consultation with Police Associations in Ontario be actively sought by senior police administrators and the Ontario Police Commission during the development and implementation of changes in Ontario policing services.

FISCAL STRATEGY FOR ONTARIO POLICING

In the many briefs received by the Task Force, difficulties in financing policing services was the most frequent, and perhaps the most strongly stated, issue. Much of this financial issue revolved around municipalities' inability to adequately finance the escalating costs of policing. The Task Force has resisted the temptation to recommend the apparent, but perhaps impractical easy solution. This easy solution would be to substantially increase the allocation of provincial funds to municipal policing. On the contrary, the Task Force suggests that those within policing must anticipate the almost inevitable crisis in financing and we have recommended that the police establishment focus increased attention on the economics of Ontario policing and that police officials take positive action to increase police productivity.

We believe that at this time, the provincial and municipal governments should focus increased attention on the economics of policing in Ontario but should delay imposition of strict economic constraints. It may take as long as five years to implement major productivity improvements and practices suggested in this report. The Ontario police establishment should be given "breathing room" in terms of time and perhaps increased funding in the short term so that long term improvements can be achieved.

Fiscal Systems

The Task Force believes continued assistance will have to be given to municipalities to finance policing costs. We have examined the financing question and have concluded that a revision of the fiscal system to subsidize municipalities for policing costs is necessary. We have considered in our deliberations a number of alternative systems, such as:

- Continuing with the current conditional/unconditional grants of \$5.00 for regional municipalities and \$3.25 for other municipalities maintaining their own police force;
- Developing a new system similar to that existing in the United Kingdom which includes 50% subsidization of all approved police expenditures;
- Developing a grant formula system similar to the Ontario Government Recognized Ordinary Expenditure grant for municipal educational expenditures which includes the insertion of a measure of the municipality's ability to finance expenditures and the definition of levels of service required within that community;
- Eliminating conditional/unconditional grants and providing additional funds through the Ontario Government general municipal unconditional grants based on a municipality's aggregate needs.

Some interest group briefs particularly favoured the British system. They suggested that the provincial treasury provide direct assistance to the municipalities by paying 50% of all approved municipal police expenditures or by granting approximately \$12.00 per capita to those municipalities providing their own policing services. In addition, these interest groups suggested that those municipalities not meeting minimum levels of service as defined by the Ontario Police Commission, should be denied access to these subsidies. They further postulated that this fiscal system will help lift the heavy financial burden of policing costs from the municipality and that the Ontario Police Commission would have increased leverage to ensure a uniform and high quality level of police services throughout the province.

The Task Force has carefully considered these arguments but has chosen to recommend a different approach. Several overriding factors have led us to choose the alternative which eliminates conditional/unconditional grants and provides additional funds through the Ontario Government's general municipal unconditional grants based on a municipality's aggregate needs. The Task Force believes that each police force must be closely tied to the communities it serves and must reflect the needs of those communities. The unconditional grant system will encourage each force to interact with the many facets of the community including the elected council so that the community and council will assess the priority of police services in relation to other municipal services competing for limited municipal resources. Since the cost of policing services in effect will be borne by the community, increased attention will be focused on the economics of policing at the community level, which may lead to increased productivity. Moreover, this fiscal system is consistent with the stated Ontario Government policy that municipal governments will be given increased responsibility to establish their own priorities and to make their own decisions on these priorities.

It has been argued that without the leverage of a conditional grant, the Ontario Police Commission will not have sufficient strength to ensure a uniform and high quality police service level throughout the province. The Task Force believes, however, that current legislation contained in the Police Act, along with changes recommended in this report, provide the Ontario Police Commission with sufficient authority to take remedial action where communities are not providing acceptable policing services.

We therefore recommend that:

- ECON. 3.1** The current conditional/unconditional police grant be eliminated in its present form and be incorporated into the Ontario Government general municipal unconditional grant.
- ECON. 3.2** The level of the general municipal unconditional grant be determined by the Ontario Government based on municipalities' aggregate expenditure needs including those related to policing services.
- ECON. 3.3** During the process of setting the level of the general municipal unconditional grant, the Ministry of Treasury, Economics and Intergovernmental Affairs consult the Ministry of the Solicitor General regarding the cost of municipal police services and the related need for Ontario Government assistance in financing these costs.

"Free" Policing

In addition to questions of general financing of policing services, a number of municipalities and individuals suggested in briefs to the Task Force that several communities were receiving free policing from the Ontario Provincial Police. Others suggested that some communities were receiving inexpensive policing because of favourable contracts negotiated with the Ontario Provincial Police.

Although a small proportion of the Ontario population is receiving this "free" or inexpensive policing, it is imperative that this inequity be eliminated. Earlier in this report, we have recommended that the structure of policing in Ontario be realigned so that each community will either provide its own policing or obtain police services through a negotiated contract with the Ontario Provincial Police or other operating force. This rationalization of police forces in Ontario should eliminate the problem of free policing. However, we specifically recommend that:

- ECON. 3.4** Each Ontario community be required to directly finance the cost of police services provided to that community.

We also recommend that:

ECON. 3.5 The Ontario Provincial Police re-examine the method of cost allocation to contract policing and that formulae be developed to reflect the full cost of providing policing services to a community and the full cost be the basis for financial negotiation of the agreements between the community and the Ontario Provincial Police.

The reorganization of municipal police forces recommended in this report will take time to fully implement. In the transition period, some communities will continue to receive free policing. Steps should be taken during this period to begin to deal with this inequity. Therefore, we recommend that:

ECON. 3.6 Initially, an amount of \$3.25 per capita be withheld from the general municipal unconditional grant to those communities which do not maintain their own police force or do not have policing services supplied under contract by the Ontario Provincial Police or other operating forces.

ECON. 3.7 During the implementation period, the amount of the general municipal unconditional grants to be withheld from those communities not maintaining their own forces or not having a contract with the Ontario Provincial Police or other operating force, be set at the beginning of each fiscal year by the Ministry of Treasury, Economics and Intergovernmental Affairs in consultation with the Ministry of the Solicitor General and the Ontario Police Commission.

Program Funding

Throughout this report, the Task Force has recommended a new and expanded role for the Ontario Police Commission. This multi-faceted role ranges from ensuring a minimum level of police services for the citizens of the province, supported by legislation, to acting as a catalyst and consultant in assisting municipal police forces to improve their operations. On occasion, legislated authority or persuasion may not be appropriate or sufficient to enable the Ontario Police Commission to effect improvements or changes and it may be necessary to offer financial incentives to the individual police force. The Ontario Police Commission currently does offer programs to various police forces with appropriate financial assistance. The most notable examples are training courses at the Ontario Police College and the communication systems assistance program. We recommend that:

ECON. 3.8 Special programs continue to be developed and supported through appropriate funding by the Ontario Police Commission in consultation with the Ministry of the Solicitor General.

In recent years, a number of Ontario police forces have initiated innovative experiments to provide new and more productive services or to develop and utilize new police technology. There is within Ontario police forces considerable expertise, energy, and capability for innovation. The Task Force believes that these talents should be recognized and utilized. Accordingly, we recommend that:

ECON. 3.9 Individual Ontario police forces be encouraged by the Ministry of the Solicitor General and the Ontario Police Commission to initiate experiments to provide new and more productive services and to develop and utilize new police technology.

Timing of these experiments is important. An investment of funds, energy, and expertise should be made now so that the productivity returns can be measured and implementation of changes begun before the crisis in police financing precipitates the imposition of strict economic constraints.

We therefore recommend that:

ECON. 3.10 A Special Police Innovation and Experimentation Fund be established by the Ministry of the Solicitor General and the Ontario Police Commission.

ECON. 3.11 This Police Innovation and Experimentation Fund have an initial funding of at least 1% of total Ontario police expenditures (municipal and Ontario Provincial Police) per annum.

ECON. 3.12 The funds be made available to individual police forces on a project basis.

ECON. 3.13 Each project be evaluated on its own merits and on its overall relevance to Ontario policing and be approved by the Ontario Police Commission prior to the commitment of monies from the Police Innovation and Experimentation Fund.

ECON. 3.14 The Ontario Police Commission work with each participating force to ensure that meaningful evaluation of results occurs and that the results are transmitted to other Ontario forces for adaptation and implementation.

Special Situations and Events

A number of representations have been made to the Task Force regarding the need for financial support to help defray the costs of providing police services for special situations. These special situations demand extraordinary and expensive police services. Examples include resort communities with seasonal peaks in population, and visiting dignitaries with major protection and people and traffic control problems. It has been recommended to the Task Force that special financial assistance be given by Ontario or Federal governments to municipalities involved in special situations. Counter arguments suggest that a community gains tax and other income from the influx of people or has the option to receive or not to invite a visiting dignitary. The Task Force sees the considerable danger in recognizing "special situations" through special financial assistance programs of a non-continuing nature. The Ontario Provincial Police does currently provide manpower assistance in special situations in certain parts of the province. We believe that this capability should be retained. Therefore, we recommend that:

ECON. 3.15 The Ontario Provincial Police continue to provide manpower assistance for special situations, but that these programs or instances be formally designated "special situations" by the Commissioner.

Continuing Extraordinary Circumstances

In addition to special situations and events, some Ontario communities encounter continuing extraordinary circumstances that require police attention and activities. These circumstances are on-going rather than seasonal and are largely caused by individuals residing outside the community. The costs of providing adequate policing services to the community experiencing these continuing extraordinary circumstances may inappropriately burden the taxpayers of that community. One community from which the Task Force received representation pointed out that police activities as measured by transient arrests and referrals, specifically for Ontario Liquor Control Act offences, exceeded the provincial average by 50%. Per capita costs of policing services to that community exceeded the provincial average by 30%. The Task Force believes that special recognition must be given to certain continuing extraordinary circumstances. These circumstances should be limited to extreme cases, be largely caused by non-residents of that community, and be of an on-going rather than seasonal nature.

The Task Force recommends that:

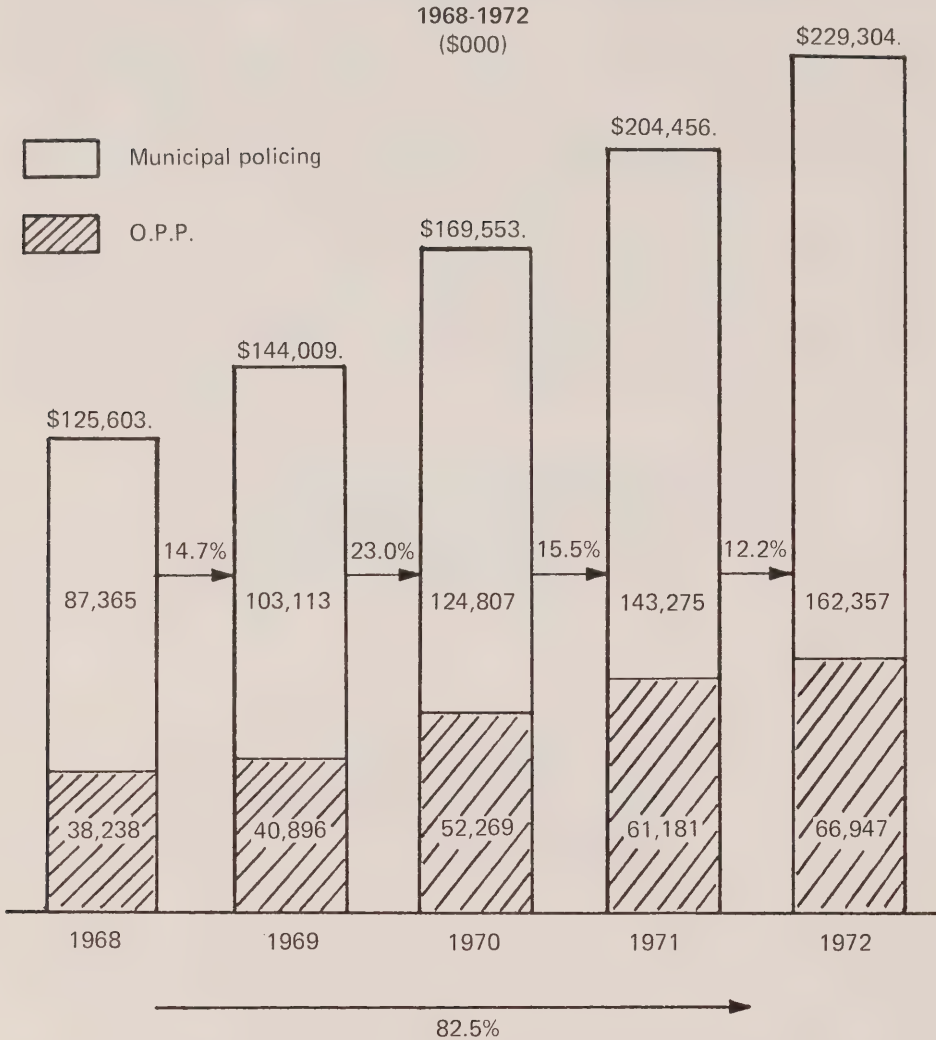
ECON. 3.16 The Ministry of the Solicitor General be empowered to examine continuing extraordinary circumstances requiring special policing services and to decide if a community should receive special financial assistance.

and that:

ECON. 3.17 The Ministry of the Solicitor General provide a special conditional police grant to the limited number of Ontario communities deemed to have continuing extraordinary circumstances requiring special police services.

Exhibit 3

TOTAL EXPENDITURES ON ONTARIO POLICING SERVICES¹

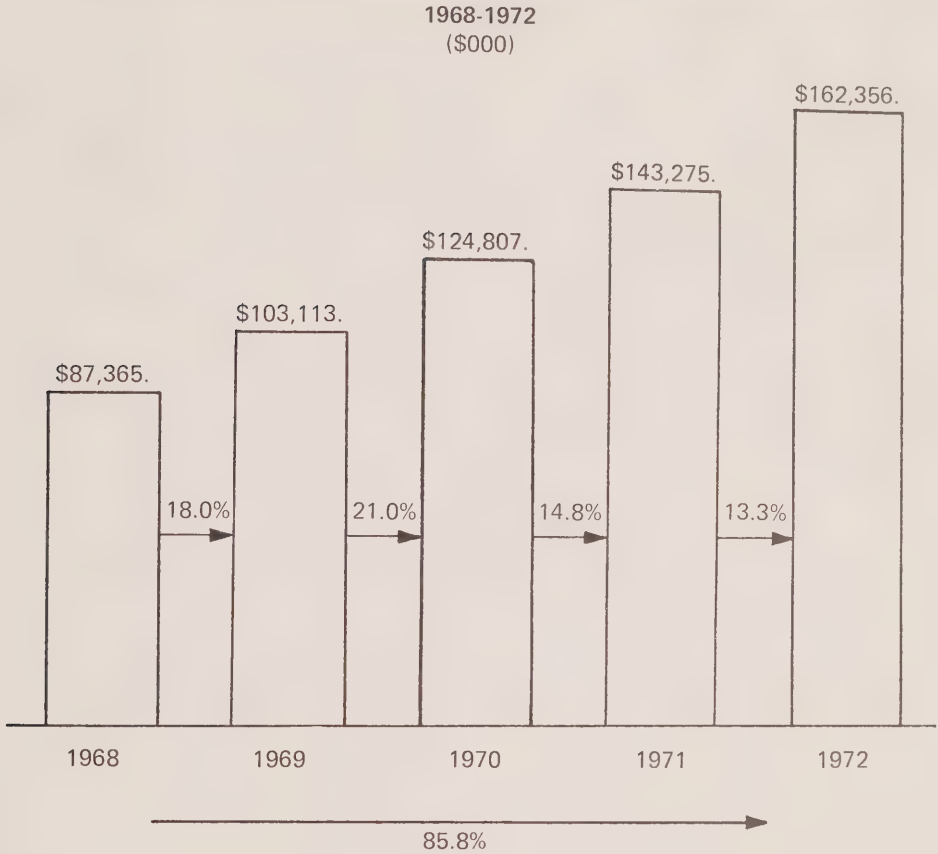


SOURCE: Ministry of Treasury, Economics & Intergovernmental Affairs: 1968-1972, Annual Financial Report of Municipalities; Ontario Police Commission 1972 Budgets — Annual Report.

¹Not including expenditures on Private Policing and the R.C.M.P.

Exhibit 4

EXPENDITURES ON ONTARIO MUNICIPAL POLICING SERVICES¹



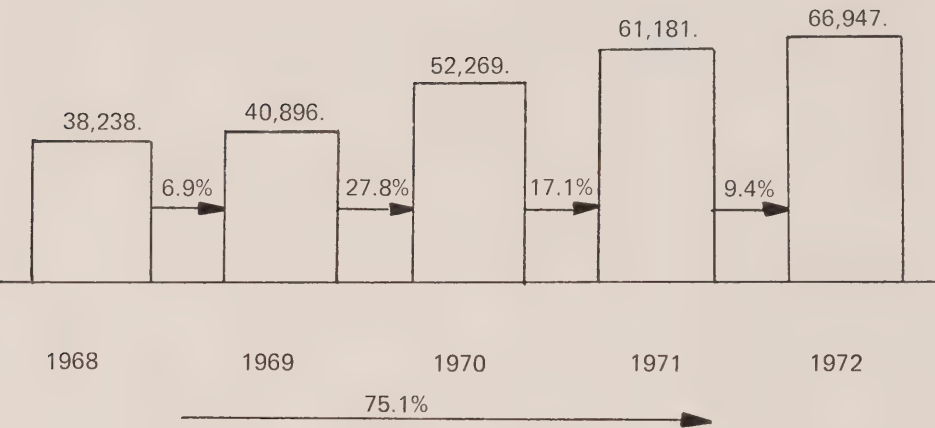
SOURCE: Ministry of Treasury, Economics & Intergovernmental Affairs: 1968-1972, Annual Financial Report of Municipalities; Ontario Police Commission 1972 Budgets – Annual Report.

¹Excluding OPP contract policing.

Exhibit 5

ONTARIO PROVINCIAL POLICE EXPENDITURES

1968-1972
(\$000)



SOURCE: Ontario Police Commission — Annual Reports

Exhibit 6

INCREASE IN POLICING EXPENDITURES BY TYPE OF MUNICIPALITY

1968-1972

	1968 (\$000)	1972 (\$000)	Costs Increase	Population Increase*
Metropolitan Toronto	36,992	66,948	81.0%	12.4%
Major Cities ¹	15,658	29,198	86.5%	4.5%
Urban and Suburban ²	21,401	40,873	91.0%	14.8%
Small Municipalities ³	7,823	13,285	69.8%	(1.7%)
Regions ⁴	5,491	10,895	98.4%	22.7%

SOURCE: Ministry of Treasury, Economics and Intergovernmental Affairs: 1968-72, Annual Financial Report of Municipalities; Ontario Police Commission: 1972 Budgets — Annual Report.

¹Cities of Hamilton, Ottawa, London and Windsor.

²All municipalities over 15,000 population excluding Metropolitan Toronto and major cities.

³All municipalities under 15,000 population maintaining their own police forces.

⁴These figures represent York and Niagara regions. The growth in police expenditures is estimated since data does not include the full period of 1968-1972. The method of estimation tends to overstate this growth.

Exhibit 7

MAJOR CAUSES OF MUNICIPAL POLICE EXPENDITURE INCREASE

(a) SALARY INCREASES 1968-1972


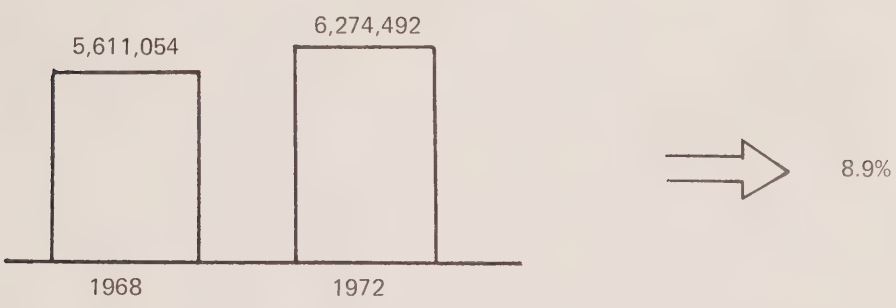
	Representative Salaries First Class Constable			
	1968	1972	\$ Increase	
Metro Toronto	\$7,924.	\$11,665.	\$3,741.	
OPP	7,300.	11,505.	4,205.	
London	7,775.	11,180.	3,405.	
Windsor	7,300.	11,644.	4,344.	
Burlington	7,508.	11,658.	4,150.	
Guelph	7,500.	11,400.	3,900.	
Thunder Bay	7,400.	11,150.	3,750.	
Hamilton	7,590.	11,672.	4,082.	
Kenora	6,997.	10,000.	3,003.	
Collingwood	6,900.	10,525.	3,625.	
Unweighted Average	\$7,419.	\$11,240.	\$3,821.	53.6%

Exhibit 7 (continued)

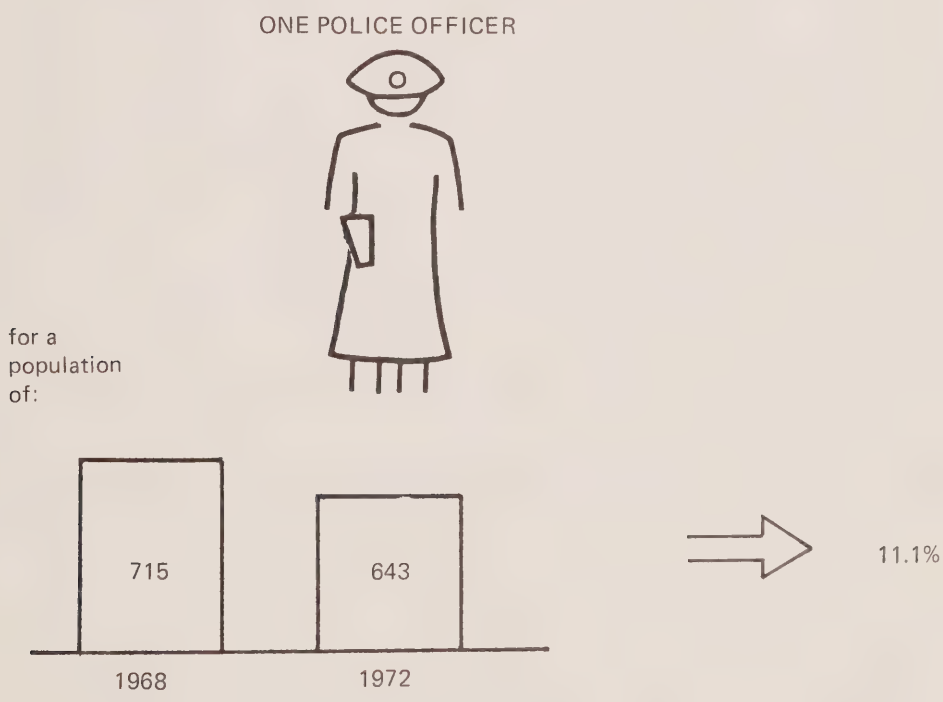
MAJOR CAUSES OF MUNICIPAL POLICE EXPENDITURE INCREASE

(b) POPULATION INCREASE



Assuming a constant police/population ratio.

(c) INCREASE IN THE NUMBER OF POLICE COMPARED TO POPULATION



SOURCE: Ontario Police Commission Reports

Exhibit 7 (continued)

MAJOR CAUSES OF MUNICIPAL POLICE EXPENDITURE INCREASE

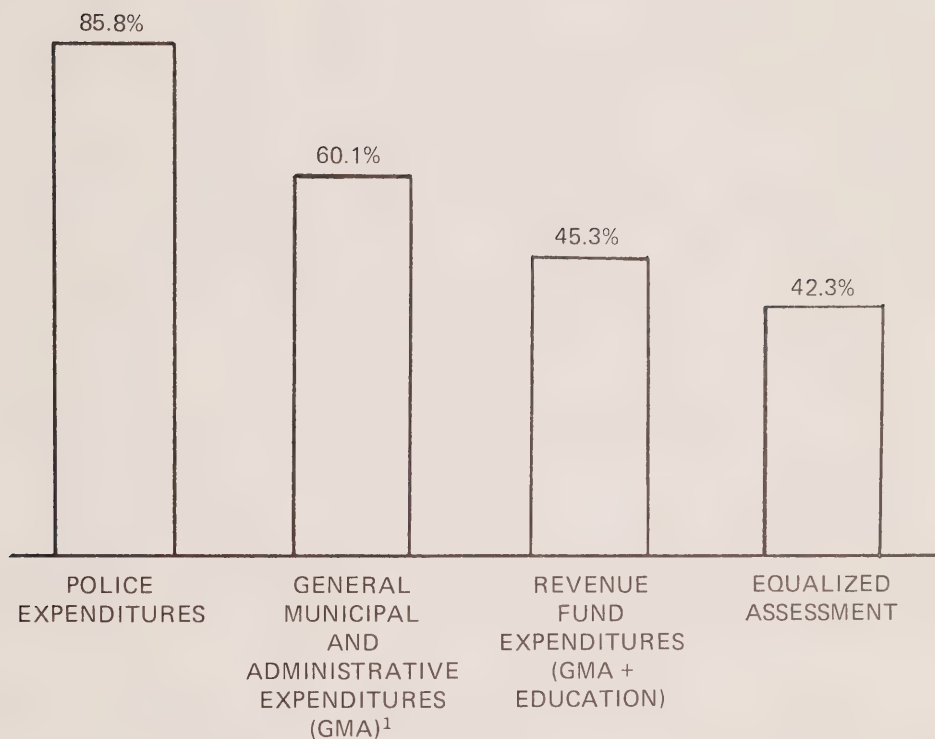
1968-1972

	Actual Increase		Increase Equated to 100%
(d) SUMMARY			
SALARY INCREASES	53.6%	or	62.5%
POPULATION INCREASE	8.9%	or	10.4%
INCREASE IN POLICE COMPARED TO POPULATION	11.1%	or	12.9%
ALL OTHER FACTORS (Including additional fringe benefits and over- time, and other increased operational and administrative expenses)	12.2%	or	14.2%
TOTAL INCREASE	85.8%		100.0%

Exhibit 8

INCREASE IN MUNICIPAL POLICE EXPENDITURES COMPARED
TO INCREASES IN OTHER MUNICIPAL
EXPENDITURES AND EQUALIZED ASSESSMENT

1968-1972



SOURCE: Ministry of Treasury, Economics and Intergovernmental Affairs.

¹General municipal and administrative expenses include: general government, protection services, public works, sanitation, health, social services, recreational services, planning and development, and "financial and other" expenditures.

Exhibit 9

INCREASE IN POLICE EXPENDITURES COMPARED TO INCREASES IN OTHER
MUNICIPAL EXPENDITURES AND EQUALIZED ASSESSMENT

1968-1972

	Police Expenditures	General Municipal & Administration Expenditures	Revenue Fund Expenditures	Equalized Assessment
Metropolitan Toronto	81.0%	57.5%	44.6%	40.5%
Major Cities ¹	86.5%	48.7%	41.7%	54.3%
Urban and Suburban ²	91.0%	64.5%	41.2%	40.5%
Small Municipalities ³	69.8%	49.1%	59.5%	31.3%
Regions ⁴	98.4%	134.7%	58.7%	50.3%
TOTAL	85.8%	60.1%	45.3%	42.3%

¹Cities of Hamilton, Ottawa, London and Windsor.

²All municipalities over 15,000 population excluding Metropolitan Toronto and major cities.

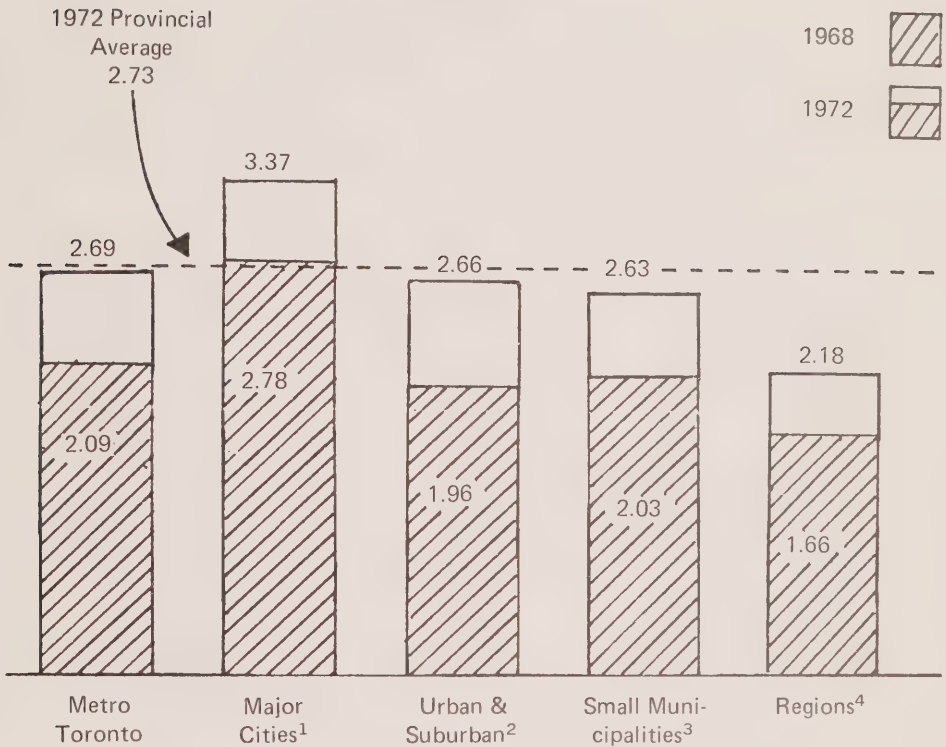
³All municipalities under 15,000 population maintaining their own police forces.

⁴These figures represent York and Niagara regions. The growth in police expenditures is estimated since data does not include the full period of 1968-1972. The method of estimation tends to overstate this growth.

Exhibit 10

POLICE EXPENDITURE PER \$1,000 EQUALIZED ASSESSMENT

1968-1972



¹Major Cities: Cities of Hamilton, Ottawa, London and Windsor.

²Urban & Suburban: All municipalities over 15,000 population, excluding Metropolitan Toronto and major cities.

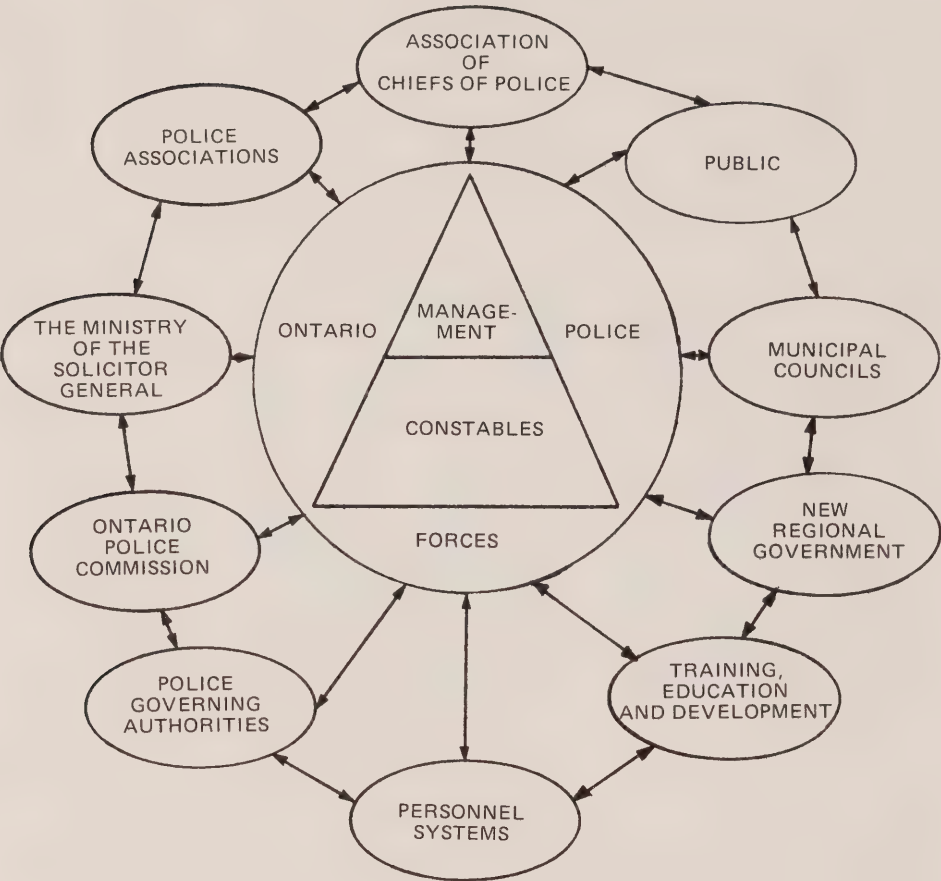
³Small Municipalities: All municipalities under 15,000 population maintaining their own police force.

⁴Regions: York and Niagara regions.

SOURCE: Ministry of Treasury, Economics and Intergovernmental Affairs, Annual Financial Report of Municipalities.

Exhibit 11

POTENTIAL AGENTS OF CHANGE IN THE POLICING SYSTEM



APPENDICES

APPENDIX 1

*

SUMMARY OF RECOMMENDATIONS

POLICE FOR A MODERN ONTARIO
RECOMMENDATIONS

*

THE POLICE ROLE

	Page No.
ROLE 1.1 Objectives within each police force be defined in terms of that community's requirements for crime control, protection of life and property, and maintenance of peace and order.	16
ROLE 1.2 The reality of police judgement in the application of law be squarely faced in each police force, and that deliberate and continuing steps be taken to ensure that each police officer has the ability to exercise his judgement so as to support the objectives and priorities of the force.	16
ROLE 1.3 Police forces develop a balance among the functions of response, referral, prevention, public education, crime solving and law enforcement which reflects the needs of each community in terms of the objectives of crime control, protection of life and property and maintenance of peace and order.	19
ROLE 1.4 In the context of their broad objectives, police forces take a leadership role in their communities to find lasting solutions to problems which confront them. In doing so, police officers are to be encouraged to make full use of alternatives to criminal sanction, such as other social services, where they are deemed to be more appropriate. Police officers must be encouraged to develop closer working relationships with other community service organizations at all levels.	19

CONSTABLE-CENTRED MANAGEMENT

	Page No.
ROLE 2.1 Police forces employ an approach to administration which focuses on the objectives of policing and the priorities among them, and which encourages individual police officers to use initiative in carrying out the objectives of the force, and which features responsibility and accountability at all levels.	23
ROLE 2.2 Police forces place special emphasis on management and leadership development.	23
ROLE 2.3 The Ontario Police Commission initiate pilot projects in organization development in urban police forces in Ontario to develop a capability throughout the province for improving the role and orientation of urban police services.	23
ROLE 2.4 The Ontario Police Commission encourage innovative approaches within the several forces in the province, supporting differing methods which are responsive to individual communities and that regulations to standardize police services be adopted when there are overriding technical or economic reasons.	23

POLICE AND THE COMMUNITY

ROLE 3.1 Easy and open channels of communication between police officers and the public be recognized by all police forces in Ontario as a critical requirement for the police role.	29
ROLE 3.2 Each force, in the evaluation of an individual officer, place primary emphasis on demonstrated ability to resolve the high priority problems in his community, giving weight to traditional measures of performance such as clearance rates, arrests and warnings only to the extent that they reflect the operational priorities identified for the community.	29
ROLE 3.3 Deployment strategies be devised in each force which will enhance the development of fully qualified professional officers. These officers should be given as broad as possible a cross-section of issues in a community, and be encouraged to develop a continuity of relationships with that community.	29
ROLE 3.4 Selective tactical programs be employed, where appropriate, to improve the quality of police relations with those segments of the community which are most difficult to reach. Specifically, we place priority on programs which bring police officers into direct and intimate contact with youth in their own settings, including street corners, schools and drop-in centres. In addition, we urge steps to establish open communication with minority groups.	29

	Page No.
ROLE 3.5 Police take initiative in cooperating with community organizations who express interest in developing better communication between the police and the public.	29
ROLE 3.6 The Ontario Police Commission prepare and circulate through the governing authorities, in written form, the instructions governing the use of force by a police officer, as provided by law, and that these be communicated clearly to the public.	30
ROLE 3.7 Police officers recognize that, by reason of the Canadian Bill of Rights, every person arrested or detained for any offence under the Criminal Code or under any statute of the Parliament of Canada, has a right:	30
(1) to be informed promptly of the reason for his arrest or detention; and	
(2) the further right to retain and instruct counsel without delay.	
Proof that the spirit of these provisions has been flouted or ignored should result in disciplinary action.	
ROLE 3.8 The Ontario Legislature consider legislation to extend the rights existing under the Bill of Rights outlined in ROLE 3.7 to offences under provincial statute and further that police forces establish appropriate means to assist an accused in every reasonable way in contacting counsel, and inform him of services, such as legal aid, which may be available to him.	31
ROLE 3.9 The governing authority of each police force establish a defined procedure for dealing with complaints against police officers. Such procedures must feature impartial investigation and a clear communication to the complainant and the complainee on the results of the investigation.	31
ROLE 3.10 Wherever it is appropriate, the investigation procedure include a provision for frank face-to-face discussion between the citizen and the police officer in the hope of resolving differences which may impair the kind of police/community relationship we feel essential for Ontario.	32
ROLE 3.11 Police forces make every effort to communicate the avenues open to the citizen who feels wronged by police action, including the nature of the force's internal investigative procedure, his subsequent right of complaint to the Board of Commissioners of Police and, finally, his right of appeal to the Ontario Police Commission. In addition, forces should apprise the citizen of his rights of action through criminal or civil procedures in the courts.	32
ROLE 3.12 At the earliest possible stage of proceedings, a police officer be made aware of complaints against him.	32

COMPOSITION OF POLICE FORCES

	Page No.
ROLE 4.1 Each police force adopt a deliberate recruiting strategy to bring the ethno-cultural composition of the force roughly in line with that of the community.	33
ROLE 4.2 Forces serving the following communities work toward providing a fully bilingual police service to these communities in the years ahead:	34
Prescott-Russell	Mattawa
Ottawa-Carleton	Sturgeon Falls
Stormont-Dundas-	North Bay
Glengarry	Sudbury
Elliot Lake	Hearst
Blind River	Kapuskasing
Espanola	Smooth Rock Falls
Haileybury	Cochrane
Elk Lake	Iroquois Falls
Englehart	Timmins
Penetanguishene	
ROLE 4.3 To meet the requirements of recommendation 4.2, all new recruits to these forces be either bilingual or willing to take appropriate courses to achieve a basic bilingual proficiency during the probationary period.	34
ROLE 4.4 The Ontario Police College offer sufficient of its instruction in the French language to enhance the bilingual capacity of officers working in French-speaking communities.	34
ROLE 4.5 Recruiting strategies be devised by all police departments to attract officers who will bring the composition of the force into rough conformity with the community, in terms of social background and walk of life, and, above minimal standards, reflective of the educational make-up of the community at large.	35
ROLE 4.6 Ontario police forces be encouraged by the Ministry of the Solicitor General and the Ontario Police Commission to recruit female police officers for specialized and general duties, with the opportunity for advancement equal to their male counterparts, and that there be no discrimination according to sex in recruiting or promotional opportunities.	35

PRIVATE SECURITY SERVICES

ROLE 5.1 The Solicitor General initiate a specific and comprehensive review of private security services in Ontario.	38
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ORGANIZATION FOR POLICING IN ONTARIO RECOMMENDATIONS

*

DELIVERY STRUCTURES FOR POLICING IN ONTARIO

City and Regional Forces	Page No.																						
<p>ORG. 1.1 Separate municipal forces be operated in the following cities of the province, which cities are not part of a regional municipality:</p> <table> <tr> <td>Barrie</td> <td>Owen Sound</td> </tr> <tr> <td>Belleville</td> <td>Pembroke</td> </tr> <tr> <td>Brantford</td> <td>Peterborough</td> </tr> <tr> <td>Brockville</td> <td>St. Thomas</td> </tr> <tr> <td>Chatham</td> <td>Sarnia</td> </tr> <tr> <td>Cornwall</td> <td>Sault Ste. Marie</td> </tr> <tr> <td>Guelph</td> <td>Stratford</td> </tr> <tr> <td>Kingston</td> <td>Thunder Bay</td> </tr> <tr> <td>London</td> <td>Windsor</td> </tr> <tr> <td>North Bay</td> <td>Woodstock</td> </tr> <tr> <td>Orillia</td> <td></td> </tr> </table>	Barrie	Owen Sound	Belleville	Pembroke	Brantford	Peterborough	Brockville	St. Thomas	Chatham	Sarnia	Cornwall	Sault Ste. Marie	Guelph	Stratford	Kingston	Thunder Bay	London	Windsor	North Bay	Woodstock	Orillia		44
Barrie	Owen Sound																						
Belleville	Pembroke																						
Brantford	Peterborough																						
Brockville	St. Thomas																						
Chatham	Sarnia																						
Cornwall	Sault Ste. Marie																						
Guelph	Stratford																						
Kingston	Thunder Bay																						
London	Windsor																						
North Bay	Woodstock																						
Orillia																							
<p>ORG. 1.2 Separate regional forces be operated in the following named regional municipalities of the province and deliver all police services (except as noted later for King's Highways and provincial parks) for the entire region:</p> <p style="margin-left: 40px;">Niagara Hamilton-Wentworth Waterloo Halton Peel Metro Toronto York Durham Ottawa-Carleton Sudbury</p>	44																						
<p>ORG. 1.3 In Northern Ontario those centres with populations between 7,500 and 15,000 have the option of continuing separate local forces (as under recommendation ORG. 1.1) instead of having policing provided as defined by recommendation ORG. 1.9.</p>	45																						
<p>ORG. 1.4 The City of Timmins will have the option of receiving police services as defined in recommendation ORG. 1.9 instead of establishing separate local forces as under recommendation ORG. 1.1.</p>	45																						
<p>ORG. 1.5 Regional municipalities not named in ORG. 1.2 and restructured counties established in the future shall form their own police forces or take the option of receiving police services as outlined under recommendation ORG. 1.7.</p>	45																						
<p>ORG. 1.6 In the three cases of ORG. 1.3, 1.4 and 1.5, the police program must be approved by the Ontario Police Commission if an option is selected.</p>	45																						

**Policing for Counties, Unorganized Districts and
The District Municipality of Muskoka**

	Page No.
ORG. 1.7 Units of government in Southern Ontario to which policing shall relate, outside of cities and regions already defined, shall be the counties and the District Municipality of Muskoka. The standard approach shall be for each respective council to negotiate an agreement with the Ontario Provincial Police for delivery of all police services within the county. With the specific approval of the Ontario Police Commission, a council may negotiate such an agreement with an adjoining municipal or regional force established under ORG. 1.1 and ORG. 1.2.	46
ORG. 1.8 Separated towns shall be policed by the same force policing the surrounding county with costs paid by the town through agreement between the separated town council and the respective force, <i>or</i> , with the specific approval of the Ontario Police Commission, shall continue to operate their own force with a Board of Commissioners of Police as set out in ORG. 2.1 and ORG. 2.2 until such time as the related county is restructured.	47
ORG. 1.9 Policing for the portion of Northern Ontario outside cities and regions (ORG. 1.1 and ORG. 1.2) or those other units of local government electing to establish separate local forces (ORG. 1.3 and ORG. 1.4) shall be delivered by the Ontario Provincial Police through a system of agreements by district, established with the councils of incorporated municipalities in each district.	47
Relationship of Forces to Councils	
ORG. 2.1 Where a council operates its own force, a Board of Commissioners of Police be appointed and comprised of the following:	49
2 members of council, designated by council;	
2 members of the community served, designated by the Lieutenant Governor in Council;	
1 Judge of any county or district court, designated by the Lieutenant Governor in Council.	
The three members thus designated by the Lieutenant Governor in Council shall be appointed for overlapping terms of 3 to 5 years and shall be eligible for re-appointment, following thorough review.	
ORG. 2.2 The Chairman shall be selected from their own number by the resultant 5-man Board, and that through him the Board shall report to the Council. A quorum, for budget matters, must include one of the members designated by Council. If a duly called meeting is dissolved by reason of such a quorum not being present and 7 days further notice from such meeting is given for a second meeting, a quorum at this second meeting shall consist of any three members. Matters of budget dispute between Council and the Board may be appealed by either party to the Ontario Police Commission for a ruling.	49
ORG. 2.3 Where areas are policed through agreements involving other operating forces, the relationship should be direct between the respective councils and forces.	49

Impact of Forces' Restructuring on OPP Field Structure

	Page No.
ORG. 2.4 The OPP undertake a comprehensive analysis of their field organization including assessment of the implications of agreement policing, absorption of small forces, and existence of large areas to be policed by regional municipal forces.	56
ORG. 2.5 The OPP establish clear responsibility within their command structure for operation of policing in areas covered by agreements and for relations with councils as regards both day-to-day matters and agreement negotiation.	56

Nature of Agreements

ORG. 2.6 For areas to be policed under agreement, the agreement be negotiated annually between the operating force and each council to establish the general level of service to be provided and total cost thereof. If the parties are unable to reach agreement, either may appeal to the Ontario Police Commission for a ruling.	56
ORG. 2.7 The proportion of cost to be borne by the council be determined through a scheme similar to that where municipalities operate their own forces.	56

Absorption of Small Forces

ORG. 2.8 Where the OPP takes over the policing from an existing police force, the personnel from the existing force be absorbed into the OPP on the basis of the following:	57
<ul style="list-style-type: none"> (a) Entrance by qualified and interested personnel into the mainstream of the OPP, including the right to compete for promotion and transfer to another location in Ontario; or (b) Entrance by other personnel into the ranks of the OPP, including the right to compete for promotion, but not being subject to transfer; and (c) Such personnel will receive pay and benefits not less than that which is equivalent to their pay and benefits from the existing force, excluding rank title. 	
ORG. 2.9 Where the OPC approves the takeover by a force other than the OPP, the principles contained in recommendation ORG. 2.8 be used as a guide.	57
ORG. 2.10 Personnel may appeal their classification to a classification arbitration panel representative of force management, police associations and independent judgement, in a manner to be established by the Ontario Police Commission.	57

Policing King’s Highways & Provincial Parks		Page No.
ORG. 3.1 In general, the principle of the OPP policing the King’s Highways be maintained and that the cost of this be kept separate from county and district agreements and be paid by the Provincial Government.		58
ORG. 3.2 In the regional government areas of Southern Ontario the OPP continue to police all limited access King’s Highways but with regard to all statutes and the Criminal Code.		58
ORG. 3.3 A review be made of all non-limited access King’s Highways in the province and, where it is found portions function primarily as part of an urban/rural area transportation network or where there is a small portion of highway between centres within a region, that these be designated by the Lieutenant Governor in Council, for policing purposes only, to be the responsibility of the municipal policing agency and that such municipality assume the cost thereof.		58
ORG. 3.4 The OPP carry out policing of all provincially operated parks in the Province of Ontario. Where such parks are located within regional municipalities, the Solicitor General may contract with respective regions to provide police services through the regional force.		58
Policing for Indian Reserves in Ontario		
ORG. 4.1 The primary responsibility for policing Indian communities in the Province of Ontario rest with the OPP or other operating force within whose area a reserve lies.		60
ORG. 4.2 Band Councils continue to be responsible for enforcement of all bylaws which they enact. With the approval of the Ontario Police Commission, bands may utilize their local bylaw enforcement officers (band constables) to enforce minor Criminal Code or other offenses under the supervision of a regular force, for which purposes Special Constable status will be conferred on appropriate members.		60
ORG 4.3 A proportion of the cost of policing reserves be paid by Band Councils, the amount to be determined at a level similar to that paid by municipalities in the province. Where appropriate funds are not available, negotiations should be carried out with the federal government to make such funds available to Band Councils.		60

ORG. 4.4 An OPP officer be assigned to coordinate policing of reserves in each OPP District. This officer shall report to the District Superintendent, the position to be full or part time, or supported by assistants depending on number of reserves and native population involved in each OPP District.

The duties of the officer to include:

- visiting the reserves on a systematic basis;
- isolation of issues and seeking resolution in consultation with Band Councils and OPP commands;
- establishing and contributing to preventive programs on the reserves involving both bands and OPP personnel;
- assisting in recruiting native people as regular OPP force members;
- advising Band Councils on bylaw enforcement, security policing and roles of band constables in overall picture of policing for the reserve;
- acting as principal contact between the OPP and Band Council for establishing level of service and costing agreements.

These officers should:

- be experienced police officers;
- be specially trained and experienced in native culture and history;
- where experienced candidates are available, be of native extraction.

ORG. 4.5 A central program be established to coordinate these district-level operations including such matters as overall evaluation of policing on reserves, establishing a forum for communication between districts, relations with provincial Indian associations, etc.

61

Policing of Waterways and Ports

ORG 5.1 The needs for waterway policing derived from provincial statutes and the Criminal Code as well as that portion of duties not carried out by the RCMP in respect of federal statutes, be provided throughout each area of jurisdiction by the force delivering the general police service in that area. With the approval of the Ontario Police Commission these duties may be performed for cities by other operating forces under contract with the city Board of Commissioners of Police.

63

ORG. 5.2 The Solicitors General of Canada and Ontario initiate a joint study to determine for ports the respective roles of public vs. "private" policing, and develop appropriate mechanisms to deliver police services for Commission-operated ports in Ontario.

64

CENTRAL STRUCTURES FOR POLICING IN ONTARIO

	Page No.
ORG. 6.1 The three agencies of OPP, OPC and OPAC continue to be responsible for operating in their respective delivery roles as referred to or outlined elsewhere in our recommendations. Each agency, through its chairman (Commissioner, in the case of the OPP) to report to the Solicitor General. The Ministry Office focus on policy development and integration as respects these agencies.	65
 Organization of the Ontario Police Commission	
ORG. 7.1 An Executive Director be appointed to head the administrative structure of the OPC which structure is to deal strictly with program management and central support services functions of the OPC.	65
ORG. 7.2 An Executive Secretary be appointed to head a small staff designed to support the OPC in its quasi-judicial functions.	66
ORG. 7.3 The Ontario Police Commission be expanded to 5 members.	66
ORG. 7.4 The Ontario Police Commission provide all central support services for policing in Ontario and the Ontario Provincial Police execute centrally required operational police activities.	66
ORG. 7.5 The responsibility for administration of the Private Investigators and Security Guards Act be made that of the Ontario Police Commission. When specific investigations are required with respect to individuals or organizations involved, the OPC provide guidelines to and utilize the police force within whose geographical jurisdiction the investigation is required.	67
ORG. 7.6 The OPC provide the following program support services to be organized in major sections under the Executive Director:	67
Ontario Police Personnel Development	
— Recruiting	
— Manpower Planning and Selection	
— Ontario Police College	
— In-Service Training	
— Continuing Education	
— Personnel Research	
Police Research and Information	
— Project Funding and Evaluation	
— Information	
— Research	
Services	
— Communications	
— Consulting	
Inspection	
— Municipal and Provincial Police Inspectors	
— Private Investigators and Security Guards	

Ontario Provincial Police

	Page No.
ORG. 8.1 The OPP continue to report to the legislature through the Solicitor General and be managed by the Commissioners' Committee, composed of Commissioner ranks.	68
ORG. 8.2 The Police Act be changed so that Clause 42-(2) reads: "Subject to the direction of the Solicitor General, the Commissioner has the general control and administration of the Ontario Provincial Police force and the personnel connected therewith."	68


Federal/Provincial Jurisdiction, Coordination & Costs

ORG. 9.1 The federal and provincial Solicitors General establish a joint study to determine the level of service and cost sharing appropriate between federal and provincial levels as regards enforcement of federal legislation. This study should determine the need for structural solutions to problems of coordination of the federal force within Ontario and between RCMP and provincial forces.	71
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ONTARIO POLICE PERSONNEL RECOMMENDATIONS

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PERSONNEL SELECTION AND TRAINING

Quality of Police Personnel	Page No.
PERS. 1.1 Every person to be appointed as a police officer in Ontario be a Canadian citizen.	84
PERS. 1.2 Individuals be allowed to join Ontario police forces at 18 years of age.	85
PERS. 1.3 Individuals over 35 years of age be considered as police officer candidates by Ontario police forces.	85
PERS. 1.4 Individuals of lesser stature than five feet eight inches not be precluded from joining Ontario police forces.	85
PERS. 1.5 If a candidate has poor vision (not to exceed 20/40) and it can be corrected through the use of glasses, he not be precluded from joining any Ontario police force.	85
PERS. 1.6 Ontario police forces be encouraged to select recruits with varying educational qualifications including high school, college of applied arts and technology, and university.	86
 PERS. 1.7 Recruiting strategies be devised by Ontario police forces to attract recruits who will bring the ethnic and cultural composition of their force into rough conformity with that of the community they serve.	86
PERS. 1.8 Ontario police forces recruit police officers, both male and female, with equal opportunity for advancement for all members.	86
 Recruit Selection	
PERS. 2.1 Minimum mandatory recruiting and selection procedures be developed by the Ontario Police Commission for all Ontario police forces.	87
PERS. 2.2 The Ontario Police Commission work with the Chiefs of Police and senior officers in each Ontario police force to assist them in adapting the minimum mandatory procedures to meet the force's needs.	87
PERS. 2.3 Each police force, in consultation with the Ontario Police Commission, establish a basic intelligence measure to be used in the recruit selection process.	88

- PERS. 2.4** As part of the recruiting procedures, Ontario police forces be encouraged to utilize a qualified industrial psychologist in the screening process, either as part of the interviewing process or to administer and interpret tests that have the approval of the Ontario Police Commission and which have been developed in consultation with the individual police force. 88
- PERS. 2.5** The Ontario Police Commission initiate experiments related to the use of differentiating psychological testing in the selection process. 88

Post-Selection Screening

- PERS. 3.1** For municipal forces the probationary period for new recruits be 18 months as a police officer, and that both a constable and a police supervisor and/or senior police officer be given specific responsibility and accountability for evaluating performance and making recommendations related to continued employment of the recruit. 89
- PERS. 3.2** The appropriate legislation and regulations be amended to include a provision that when an applicant is accepted by the Ontario Provincial Police, that person must serve 12 months probation as a police officer regardless of any other period spent within the Ontario public service. 89
- PERS. 3.3** The Ontario Police College be requested to provide formal reports on each recruit to that officer's police force, particularly for those recruits exhibiting exceptional (positive or negative) capabilities. 89
- PERS. 3.4** Formal performance reviews be conducted with the recruit at least once every 3 months during the probationary period. 90
- PERS. 3.5** Specific counsel be given to each recruit regarding his performance and behaviour, and that each recruit be required to acknowledge, through signing an evaluation form, that the evaluation and counselling has been conducted, and a copy supplied to him. 90
- PERS. 3.6** Recruits who exhibit less than satisfactory performance be terminated from employment within an Ontario police force before the expiry of the probationary period without management having to show cause. 90

Recruit Training

- PERS. 4.1** An Ontario Police Commission designed or approved orientation program be adopted by all Ontario police forces and this program be made mandatory for all recruits prior to assuming any policing responsibilities. 90
- PERS. 4.2** A basic police training course in two parts continue to be given centrally at the Ontario Police College. 91
- PERS. 4.3** The Police Act be amended to include a requirement that every new police officer successfully complete the basic recruit training course within the probationary period. 91

Page No.

PERS. 4.4 The Ontario Police Commission initiate a research project to examine current Ontario Police College recruit training objectives, to relate these objectives to the actual functions of the urban, suburban and rural police constables, and to design new objectives more appropriate to the actual functions performed. 91

PERS. 4.5 Each probationary officer be assigned, for at least his first six months of employment, to a specially trained "parent constable" who would be responsible for the probationer's development and evaluation. 91

PERS. 4.6 The Ontario Police Commission develop model in-service recruit training programs to supplement Ontario Police College formal training and assist individual police forces to adopt such programs. 92

PERS. 4.7 A "Qualification" course be designed and conducted at the Ontario Police College and that this "Qualification" course be successfully completed by all Ontario police officers prior to becoming First Class Constables. 92

PERS. 4.8 The Ontario Police Commission continue to fund the direct costs involved for attendance at the basic recruit and "Qualification" training courses including course fees, room and board and travel expenses, but excluding salaries and premiums. 92

Recruit Education

PERS. 5.1 A Basic Police Officer Educational Course be developed at the initiative of the Ontario Police Commission to cover subject matter such as the criminal justice system and its impact on society, plus elementary social and behavioural science. 93

PERS. 5.2 Police education centres be established in colleges of applied arts and technology and universities. 94

PERS. 5.3 These colleges and/or universities be selected by the Ontario Police Commission. 94

PERS. 5.4 The Ontario Police Commission work with the selected colleges of applied arts and technology and universities to develop a curriculum in The Criminal Justice System and Society, designed for both full and part-time study. 94

Accreditation

PERS. 6.1 The Solicitor General, through the Ontario Police Commission, give formal recognition to those who successfully complete both the basic training and the Basic Police Officer Educational Course, by granting an Ontario Constable certificate issued jointly by the appropriate educational institution and the Solicitor General. 94

HUMAN RESOURCE DEVELOPMENT

	Page No.
In-Service Training	
PERS. 7.1 An extension of the Solicitor General's project on in-service training be initiated through the Ontario Police Commission to design model in-service training programs which would be presented to Police Governing Authorities and senior police administrators for analysis and implementation.	95
PERS. 7.2 An in-service "outreach" program be developed by the Ontario Police Commission to support in-service training activities throughout the Province.	95
PERS. 7.3 Consulting assistance be made available to individual police forces by resource personnel from the Ontario Police Commission, the Ontario Police College and other authorized police training institutions to assist in the design and implementation of in-service training programs within each Ontario police force.	95
PERS. 7.4 The Ontario Police Commission be charged with the responsibility for developing training courses to train appropriate personnel within each police force as in-service instructors.	96
Police Specialist Training	
PERS. 8.1 Specialized police training continue to be developed and conducted at the Ontario Police College.	96
PERS. 8.2 Refresher courses continue to be developed and conducted at the Ontario Police College.	96
Specialist Rotation	
PERS. 9.1 Ontario police forces examine their career planning and development for specialists and institute, when appropriate, rotation programs to re-expose the police specialists to the mainstream of the force's activities.	96

Continuing Education

PERS. 10.1 The Ontario Police Commission work with the colleges of applied arts and technology and universities to develop the advanced credit course, "The Social Sciences and Policing", as part of the Criminal Justice System and Society curriculum.	Page No. 97
PERS. 10.2 The basic supervisory course continue to be designed, developed and given by the Ontario Police College.	97
PERS. 10.3 The Ontario Police Commission work with the universities and colleges of applied arts and technology to develop administrative programs for police middle managers, using the best resource personnel available, both within and outside policing.	98
PERS. 10.4 The Ministry of the Solicitor General of Ontario use its good offices to encourage the Ministry of the Solicitor General of Canada and its agency, the Royal Canadian Mounted Police, to expand its executive courses into a National Police College.	98
PERS. 10.5 In the interim period, the Ontario Police Commission, through the Ontario Police College, continue the senior administration course, but with increased use of external resources.	98
PERS. 10.6 The Ontario Police Commission develop, fund and evaluate conferences, seminars or workshops for senior police administrators upon topics deemed to be of primary interest to these administrators.	99

PERSONNEL SYSTEMS

	Page No.
Career Development	
PERS. 11.1 Ontario police forces develop physical education programs and arrange for appropriate facilities accessible to each officer.	100
PERS. 11.2 Ontario police forces be encouraged by the Ontario Police Commission to request that every police officer receive an annual physical examination by a qualified medical practitioner.	100
PERS. 11.3 The Ontario Police Commission design and fund an experiment with a medium sized police force in Ontario to create and implement a comprehensive career planning system.	100
PERS. 11.4 Police Governing Authorities be encouraged by the Ontario Police Commission to conduct competitions open to candidates from any Ontario police force for all their senior officer and command positions.	101
PERS. 11.5 Consulting advice related to recruiting and selection procedures for these competitions be made available, where appropriate, by the Ontario Police Commission.	101
PERS. 11.6 Job descriptions be developed by Ontario police forces for specialist, supervisory, senior officer and command positions, and related selection criteria be developed for each of these.	101
PERS. 11.7 Formal selection systems for specialist, supervisory, senior officer and command positions be adopted by each Ontario police force, and the systems be examined and approved by the Ontario Police Commission.	101
PERS. 11.8 Each police officer promoted to a new specialist, supervisory, senior officer or command position who has not attended the appropriate Ontario Police Commission approved course, be required to do so within 6 months of appointment.	102
PERS. 11.9 For courses given at the Ontario Police College or for those courses designated as "sponsored" by the Ontario Police Commission, the Ontario Police Commission continue to fund the direct cost including tuition, room and board and travel expenses, but excluding salaries and premiums.	102

Performance Evaluation Systems

	Page No.
PERS. 12.1 Formal performance evaluation be conducted with each police officer in Ontario at least once per year, and that this evaluation be discussed with the police officer and a signed copy be given to that individual.	102
PERS. 12.2 Personnel from the Ontario Police Commission provide consulting assistance to forces, when appropriate, to develop meaningful performance evaluation systems.	102
PERS. 12.3 An experiment be designed and funded by the Ontario Police Commission to develop and implement a performance evaluation system for a medium sized Ontario police force, based on management-by-objectives technology, drawing on the experience of other police agencies.	102

THE ONTARIO POLICE COMMISSION

Organization

PERS. 13.1 The new position of Director of Ontario Police Personnel Development be established within the Ontario Police Commission.	103
PERS. 13.2 The Director of the Ontario Police College report to the Director of Ontario Police Personnel Development.	103
PERS. 13.3 The following functions be assigned to the Director of Ontario Police Personnel Development:	103
Recruiting — to assist forces to improve recruiting methods and oversee adoption of approved recruiting and selection processes within each Ontario police force.	
Manpower planning and selection — to provide assistance to forces to design and implement better career planning and promotional systems and assist police forces to design and conduct competitions for senior officer and command positions.	
In-service training — to develop models for in-service training programs, to assist individual police forces in Ontario to implement in-service training programs, and to design “outreach” programs to provide personnel for these programs.	
Continuing education — to oversee the design and teaching of courses in universities and colleges of applied arts and technology, and develop conferences, seminars and workshops for police administrators in Ontario.	
Personnel Research — to design and evaluate experimental projects for Ontario police forces and provide a source of information on new personnel practices developed in Ontario, in Canada, the rest of North America and Europe.	

THE ECONOMICS OF ONTARIO POLICING RECOMMENDATIONS

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ECONOMICS AND CHANGE

Focus on Economics	Page No.
ECON. 1.1 Individual analyses for each Ontario municipal police force be developed and released to each Police Governing Authority by the Ontario Police Commission in conjunction with the Ontario Ministry of Treasury, Economics and Intergovernmental Affairs and include:	112
<ul style="list-style-type: none"> — An analysis of each municipality's municipal police expenditures from 1968-1972; — An analysis of each municipality's general municipal and administrative expenditures and revenue fund expenditures from 1968-1972; — An analysis of the growth of equalized assessment from 1968-1972; — A comparison of these expenditure patterns and comparisons with police forces of similar size and character. 	
ECON. 1.2 The Ontario Police Commission continue to release such analyses for each municipality to the Chairman of the Board of Commissioners of Police or Council on an on-going, annual basis.	112
ECON. 1.3 The Ontario Police Commission, working in conjunction with the Ministry of the Solicitor General and the Ministry of Treasury, Economics and Intergovernmental Affairs, prepare a planning format to assist each municipal police force to plan policing expenditures and activities for a five year period into the future.	113
ECON. 1.4 Each municipal police force be required by the Ontario Police Commission to project policing expenditures over the next five years, consistent with this format.	113
ECON. 1.5 Aggregate projections be prepared by the Ontario Police Commission, and working in conjunction with the Ministry of the Solicitor General and the Ministry of Treasury, Economics and Intergovernmental Affairs, target expenditure levels be developed for all Ontario police forces and projected over the next five year period.	113
ECON. 1.6 The Ontario Police Commission analyze the five year projections of each municipal police force, and compare them to the target expenditure levels to identify those police forces where major productivity improvements must be achieved.	113
ECON. 1.7 The Ontario Police Commission be given the mandate to bring these productivity improvement discrepancies and challenges to the attention of the appropriate Police Governing Authorities.	113

Salary Systems

Page No.

ECON. 1.8 The Ontario Police Commission, in consultation with, and with the approval of, the respective Police Governing Authority and Police Association, fund an experiment with a medium sized Ontario police force for the purpose of designing a system of merit pay, over and above basic salary, which will adequately recognize and compensate police officers for additional responsibility and for exceptional performance or achievement. 115

Services Redefinition

ECON. 1.9 Police Governing Authorities be encouraged and assisted by the Ontario Police Commission to define individual municipal police force goals and to prioritize services related to these goals. 115

ECON. 1.10 Police Governing Authorities be encouraged to examine these goals and related prioritized services to identify those services that might be performed more effectively and/or more efficiently by: 115

- other components of the criminal justice system;
- other community service organizations;
- private policing or security agencies;
- members of the community itself.

ECON. 1.11 Bylaw enforcement officers be employed to replace police officers in the enforcement of municipal bylaws. 116

ECON. 1.12 These bylaw enforcement officers be employed within agencies other than police forces. 116

ECON. 1.13 Individual municipal police forces examine the cost-effectiveness and propriety of such police services as: 116

- transporting prisoners;
- transporting mental patients;
- serving summonses;
- serving motor vehicle operator licence suspension notices;
- confiscation of suspended licence plates;
- issuing licences and enforcing licencing bylaws;
- other duties equally inconsistent with police responsibilities and functions;

Representation be made to individuals, organizations and institutions to transfer such services as appropriate.

ECON. 1.14 The Ministry of the Solicitor General encourage the Ministry of the Attorney General to obtain personnel to replace police officers as court clerks, prosecutors and attendants. 116

ECON. 1.15 Within 3 years no Ontario police officers be allowed to serve as court clerks, prosecutors or attendants. 116

Civilians

Page No.

ECON. 1.16 The mix of civilian versus sworn personnel be critically examined by each Ontario police force to assess the optimum balance based on both cost and effectiveness criteria.

117

ECON. 1.17 The Ontario Police Commission be given a mandate to assist municipal police forces in this process by participating in the analysis and by co-ordinating a flow of ideas and information on practices between individual forces.

117

Public Education

ECON. 1.18 Police position papers be actively prepared by the Ontario Police Commission and used to facilitate appreciation and evaluation of the police point of view regarding the impact of legislation on police activities.

118

ECON. 1.19 Municipal forces be encouraged to participate in the design or change of bylaws that will impact on the police role.

118

ECON. 1.20 An appropriate member of each police force participate in municipal planning committees to ensure that the police point of view is presented and considered in the planning process.

118

Policing Techniques and Technology

ECON. 1.21 A new position, Director of Police Research and Information, be established in the Ontario Police Commission with the following responsibilities:

119

- to examine and analyze new police methods, systems and technologies such as team policing, management information systems, industrial engineering and operations research;
- to examine and analyze new equipment such as communications hardware systems, helicopters, burglar alarm systems, electronic surveillance devices etc.;
- to examine and analyze new innovations in human resource utilization;
- to initiate, fund, design and evaluate experiments and innovations in police methods and technology for Ontario;
- to disseminate the results of these experiments and to encourage the introduction of new procedures and technologies within individual police forces in Ontario;
- to exchange information with other police research agencies and to avoid duplication of effort.

ECON. 1.22 The Director of Police Research and Information be charged with the responsibility to examine new output or productivity measures and to adapt these measures for use by Ontario police forces.

120

ECON. 1.23 When these output or productivity measures are developed, each Ontario police force be required to use these measures in their planning process and in standardized reporting to the Ontario Police Commission.

120

IMPLEMENTATION AND CHANGE

	Page No.
The Ontario Police Commission	
ECON. 2.1 The Ontario Police Commission be given the full support of the Ministry of the Solicitor General to be the prime catalyst in the change process within the Ontario municipal police system.	122
ECON. 2.2 Additional funds be allocated to the Ontario Police Commission from the Ministry of the Solicitor General to allow the expansion of activities and the recruitment of new personnel within the Ontario Police Commission.	122

Police Associations

ECON. 2.3 Consultation with Police Associations in Ontario be actively sought by senior police administrators and the Ontario Police Commission during the development and implementation of changes in Ontario policing services.	122
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FISCAL STRATEGY FOR ONTARIO POLICING

Fiscal Systems

ECON. 3.1 The current conditional/unconditional police grant be eliminated in its present form and be incorporated into the Ontario Government general municipal unconditional grant.	125
ECON. 3.2 The level of the general municipal unconditional grant be determined by the Ontario Government based on municipalities' aggregate expenditure needs including those related to policing services.	125
ECON. 3.3 During the process of setting the level of the general municipal unconditional grant, the Ministry of Treasury, Economics and Intergovernmental Affairs consult the Ministry of the Solicitor General regarding the cost of municipal police services and the related need for Ontario Government assistance in financing these costs.	125

"Free" Policing

ECON. 3.4 Each Ontario community be required to directly finance the cost of police services provided to that community.	125
ECON. 3.5 The Ontario Provincial Police re-examine the method of cost allocation to contract policing and that formulae be developed to reflect the full cost of providing policing services to a community and the full cost be the basis for financial negotiation of the agreements between the community and the Ontario Provincial Police.	126

	Page No.
ECON. 3.6 Initially, an amount of \$3.25 per capita be withheld from the general municipal unconditional grant to those communities which do not maintain their own police force or do not have policing services supplied under contract by the Ontario Provincial Police or other operating forces.	126
ECON. 3.7 During the implementation period, the amount of the general municipal unconditional grants to be withheld from those communities not maintaining their own forces or not having a contract with the Ontario Provincial Police or other operating force, be set at the beginning of each fiscal year by the Ministry of Treasury, Economics and Intergovernmental Affairs in consultation with the Ministry of the Solicitor General and the Ontario Police Commission.	126
 Program Funding	
ECON. 3.8 Special programs continue to be developed and supported through appropriate funding by the Ontario Police Commission in consultation with the Ministry of the Solicitor General.	126
ECON. 3.9 Individual Ontario police forces be encouraged by the Ministry of the Solicitor General and the Ontario Police Commission to initiate experiments to provide new and more productive services and to develop and utilize new police technology.	127
ECON. 3.10 A Special Police Innovation and Experimentation Fund be established by the Ministry of the Solicitor General and the Ontario Police Commission.	127
ECON. 3.11 This Police Innovation and Experimentation Fund have an initial funding of at least 1% of total Ontario police expenditures (municipal and Ontario Provincial Police) per annum.	127
ECON. 3.12 The funds be made available to individual police forces on a project basis.	127
ECON. 3.13 Each project be evaluated on its own merits and on its overall relevance to Ontario policing and be approved by the Ontario Police Commission prior to the commitment of monies from the Police Innovation and Experimentation Fund.	127
ECON. 3.14 The Ontario Police Commission work with each participating force to ensure that meaningful evaluation of results occurs and that the results are transmitted to other Ontario forces for adaptation and implementation.	127

Special Situations and Events**Page No.**

ECON. 3.15 The Ontario Provincial Police continue to provide manpower assistance for special situations, but that these programs or instances be formally designated "special situations" by the Commissioner.

128

Continuing Extraordinary Circumstances

ECON. 3.16 The Ministry of the Solicitor General be empowered to examine continuing extraordinary circumstances requiring special policing services and to decide if a community should receive special financial assistance.

129

ECON. 3.17 The Ministry of the Solicitor General provide a special conditional police grant to the limited number of Ontario communities deemed to have continuing extraordinary circumstances requiring special police services.

129

APPENDIX 2

*

LISTING OF SUBMISSIONS

1. Mr. Derek E. Green,
24 Hyland Avenue,
Georgetown, Ontario.
2. Mr. David Ashby,
Apt. 1401,
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Willowdale, Ontario.
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4. Mr. Ken J. Murphy,
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Whitby, Ontario.
5. Mr. G. E. Keeler,
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St. Catharines, Ontario.
6. Mr. Elmer Ferguson,
Chairman, Police Committee,
Town of Meaford,
Meaford, Ontario.
7. Mr. E. A. Bale,
Port Burwell, Ontario.
N0J 1T0
8. Mr. J. A. Boucock,
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Niagara Falls, Ontario.
9. Mr. Robert N. Vernon,
A.M.C.T. Clerk,
Regional Municipality of York,
Box 147,
Newmarket, Ontario.
10. Mr. K. G. Storey,
Clerk-Treasurer,
Town of St. Marys
St. Marys, Ontario.
11. Mr. J. Ferrand,
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St. David's, Ontario.
12. Mr. A. J. Whiteway,
Vice-President,
L. W. Melville Investigation
Consultants Ltd.,
312 George Street North,
Peterborough, Ontario.
13. Mr. Phillip E. Caddick,
R.R. No. 5,
Lindsay, Ontario.
14. Loyalist College of Applied
Arts & Technology,
Box 4200,
Belleville, Ontario.
President: Mr. Herbert Young
15. Mr. Tom Oliver,
Purchasing Clerk,
City Hall,
P.O. Box 40,
Woodstock, Ontario.
16. Mr. Lloyd D. Barkley,
Clerk-Treasurer,
Village of Morrisburg,
Morrisburg, Ontario.
17. Mr. K. Miller,
Clerk Co-ordinator,
P.O. Box 40,
City Hall,
Woodstock, Ontario.

18. Mr. H. Keith Graham,
Reeve,
Municipality of the Village of
Chesterville,
Chesterville, Ontario.
19. Mr. J. H. C. Clarke,
Chief of Police,
Point Edward, Ontario.
N7V 1N7
20. Miss Helen E. Good,
Office of the Clerk-Treasurer,
P.O. Box 310,
Wiarton, Ontario.
21. Mr. H. A. Fischer, A.M.C.T.,
Clerk-Treasurer,
Town of Listowel,
330 Wallace Avenue North,
Listowel, Ontario.
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22. Miss N. H. Bailey,
Municipality of Machin,
Eagle River, Ontario.
23. Mr. E. W. Oddleifson,
Reeve,
Corporation of the Village of
Bayfield,
Bayfield, Ontario.
24. Mr. Brian A. Gauley,
Clerk-Treasurer,
Township of Essa,
P.O. Box 10,
Angus, Ontario.
25. Mr. J. A. Petrie,
Township of Bayham,
Staffordville, Ontario.
26. Mr. John Beddows,
Nipissing Regional Tourist Council,
P.O. Box 351,
North Bay, Ontario.
27. United Automobile Workers of
America,
44 Bond Street East,
Oshawa, Ontario.
28. United Counties of Stormont,
Dundas and Glengarry,
Cornwall, Ontario.
29. Town of Vaughan,
Municipal Offices,
2141 Major MacKenzie Drive,
Maple, Ontario.
30. Corporation of the Town
of Exeter,
Exeter, Ontario.
31. Mr. Stephen F. Smith,
P.O. Box 33, Station Q,
Toronto, Ontario.
32. Council Committee,
Municipal Offices,
Prescott, Ontario.
33. Ministry of Natural Resources,
Division of Parks,
Queen's Park,
Toronto, Ontario.
34. Township of West Williams,
R.R. No. 2,
Parkhill, Ontario.
35. The Town of Wallaceburg,
Wallaceburg, Ontario.
36. Village of Magnetawan,
Magnetawan, Ontario.
37. Turkey Point Property Owners'
Association,
Turkey Point, Ontario.
38. Township of Nipigon,
P.O. Box 160,
Nipigon, Ontario.
39. Nepean Police Force,
3825 Richmond Road,
Ottawa, Ontario.
40. City of Toronto,
City Hall,
Toronto, Ontario.

41. St. Marys Police Department,
Chief Constable,
Box 10,
St. Marys, Ontario.
42. City of Thunder Bay Police
Force,
425 E. Donald Street,
Thunder Bay, Ontario.
43. Northwest Middlesex Planning
Board,
P.O. Box 9,
Parkhill, Ontario.
44. Regional Municipality of Niagara,
Office of the Clerk,
150 Berryman Avenue,
Box 504,
St. Catharines, Ontario.
45. Fort Frances Police Department,
Chief of Police,
P.O. Box 698,
Fort Frances, Ontario.
46. Mr. James G. Carnegie,
Metropolitan Toronto Auxiliary
Police,
Room 42, 149 College Street,
Toronto, Ontario.
47. Corporation of the Town of
Burlington,
426 Brant Street,
Burlington, Ontario.
48. Martin and Margaret Landmann,
119 Balmoral Avenue,
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49. Mr. Hugh Buchanan,
Labour Council of Metropolitan
Toronto,
15 Gervais Drive,
Don Mills, Ontario.
50. Corporation of the Town of
Hearst,
P.O. Box 490,
Hearst, Ontario.
51. Mr. Bruce B. Koffler,
Council Chairman,
Research Council on Civic
Disorders,
P.O. Box 5041, Station F,
Ottawa, Ontario.
52. Mr. Victor E. Large,
Mayor,
Corporation of the Town of
Orangeville,
87 Broadway,
Orangeville, Ontario.
53. Town of Midland,
245 Dominion Avenue,
Midland, Ontario.
54. Mr. L. M. Belletti,
19 Walter Street,
Guelph, Ontario.
55. Mr. A. J. Brubacher,
Clerk's Office,
Milverton, Ontario.
56. Nigara Regional Board of
Commissioners of Police,
Niagara Falls, Ontario.
57. Town of Dresden,
Dresden, Ontario.
58. Town of Arnprior,
Arnprior, Ontario.
59. City of Chatham,
Chatham, Ontario.
60. London Police Community
Relations Committee,
London, Ontario.
61. City of Guelph,
City Hall,
Guelph, Ontario.
62. Ontario Association of Chiefs
of Police,
Barrie, Ontario.

63. Mrs. Louis Beckett,
24 Laird Street,
Sault Ste. Marie, Ontario.
64. Mr. Earl Dunn,
People and Organizations in
North Toronto,
2323 Yonge Street,
5th Floor,
Toronto 12, Ontario.
65. City of Oshawa Police,
Planning & Research Dept.,
Oshawa, Ontario.
66. Hamilton City Police,
Hamilton, Ontario.
67. Village of Rockcliffe Park,
350 Springfield Road,
Rockcliffe Park, Ottawa.
68. Mr. W. J. Sanson,
President,
The Association of Investigators
and Guard Agencies of Ontario,
2775 Don Mills Road, Suite 102,
Willowdale 427, Ontario.
69. Town of Dryden,
30 Van Horne Avenue,
Dryden, Ontario.
70. Chapleau Area Chamber of
Commerce,
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162. Monsieur Michel Yelle, Sec.,
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163. Mr. Pierre Hurtubise,
Bourget, Ontario.
164. Mme Albert Marcil,
Bourget, Ontario.
165. Madame Annette David,
The Cultural Union of
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Clarence Creek, Ontario.
166. Madame Mareetee St. Louis,
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167. Monsieur W. Andre Lafrance,
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168. Madame Jean Guy Bigras,
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174. The Kenora and District Chamber
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175. Mrs. Nancy Morrison,
Kenora Metis Association,
Kenora, Ontario.
176. His Worship, Mayor J. N. Davidson
Town of Kenora,
Kenora, Ontario.
177. His Honour Judge L. A. McLennan,
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178. Mr. Wally Dubinsky,
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179. His Honour Judge
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180. Mr. J. A. Young,
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*

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